Contents

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CARE COUNCIL FOR WALES
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FOREWORD

Social Care Services are a key part of public services in Wales, working with individuals and families through periods of significant changes and challenges in their lives. Effective and good quality social care services depend on a workforce that is sufficient in number, appropriately trained and supported and with the right skills and qualifications to deliver the services people want and expect. Effective service planning therefore has to include workforce planning from the start and is dependant on having good quality information about workforce trends and needs for the future. Equally, planning strategically for change and development across the sector requires good national information.

The need for improved workforce information in the social care sector was recognised in Wales several years ago. Work has been done by the Assembly through SSIW and by the Care Council with the sector to make sure it is happening and to provide employers with some of the tools.

The next challenge is to make sure that the right information is collected, that information is used not only to understand patterns but also to plan for the future at local, regional and national level. There are already partnerships in place which can take this work on to the next phase.

It is clear from this report that there is a great deal of information collected by a variety of organisations about the social care workforce in Wales.

This themes and trends document brings together information from a wide range of sources and identifies some of the progress made and the challenges still facing the sector.

It builds on other work such as the Council's own evaluation of the Workforce Information Template and that completed by others such as ADSS (Cymru), the Local Government Data Unit, Care Standards Inspectorate for Wales and Future Skills Wales. It also considers some of the broader changes in demography and the workforce in Wales, comparing social care to other industries to illustrate some of the challenges which the sector will face in the future.

This document does not pretend to include all the information, it recognises the fact that there are some inconsistencies in how information is currently collected and interpreted by various national organisations and the continued absence of Wales specific information from some other organisations.

However by drawing on the extensive information available, it has been possible to draw out key messages about the trends in the sector and the actions which need to be taken for the future.

The purpose is to identify themes and trends and encourage debate about the implications of the information for future strategy and action. We would therefore want this to be a reference document and a useful tool, for employers, commissioners of services, education and training providers and other key stakeholders.

It also will hopefully create discussion about how we improve the quality of information collected and how we use it as we move forward to plan and implement the 10 year strategy for social services in Wales.

Mutale Nyoni
Chair
Care Council for Wales

1 INTRODUCTION TO MAIN THEMES

1.1 The Care Council of Wales supports the Welsh Assembly Government and key stakeholders in evaluating the progress being made towards securing a workforce for social care which can fully meet the social care needs of Wales. This report draws out the main themes and trends about social care and its workforce in Wales from recent available data. It is part of a regular cycle of reporting about the workforce and will support the implementation of the Assembly's recently issued strategy for consultation on social services over the next decade *"Fulfilled Lives, Supportive Communities."*[1]

1.2 There is now a greater awareness of the importance of using workforce information to identify and understand trends to inform planning rather than to react to events. Since the Care Council published *The Skills Foresight Plan*[2] in 2003, considerable progress has been made at employer and regional level in developing workforce information, but gaps in key areas continue and this report gives some attention to the steps necessary to address these. This document therefore takes a broad perspective of the information required to ensure the sustainable supply of a high quality workforce.

1.3 Some key themes about the social care workforce in Wales:

- The demography of Wales is changing and the skills mix of the social care workforce will need to change to meet new challenges, for example in caring for the increasing numbers of very old people and in responding to changes in household composition.

- Recruitment and retention will remain a key issue if the workforce is to expand to meet increasing demands that an ageing population will place upon the social care workforce in the future.

- There is evidence of a continuing shift from institutional social care to individual social care which allows service users to remain in their home.

- It is expected that social care services will continue to move towards a mixed economy.

- Current provision of social care services in Welsh is insufficient to fully serve the Welsh speaking population - only 15% of the social care workforce is Welsh speaking compared with 21% of the general population.

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[1] A Strategy for Social Services in Wales over the Next Decade, Fulfilled Lives, Supportive Communities. Welsh Assembly Government, August 2006.
[2] The Skills Foresight Plan for the Social Care Sector in Wales. Care Council for Wales 2003.

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- Improvements need to be made to the collection of workforce information to better reflect the private and voluntary sectors

- CSIW in its reports on care settings recognises improvements in the quality of training and the management of staff but much more needs to be done[3].

1.4   The development of the workforce is one of the five key priorities in realising the vision of the recent Welsh Assembly Government consultation on the future strategy for Social Services *Fulfilled Lives, Supportive Communities.*

Context

1.5   The number of people receiving care services at any one time in Wales has grown by 50% (from 100,000 to 150,000) over the period 2000-05[4]. The social care sector is therefore a significant and growing one which plays an important role in delivering many aspects of the National Assembly's vision of creating a sustainable future for Wales as set out in *Wales: A Better Country*[5]. By contributing to better and more fulfilled lives, it supports a vibrant economy as well as being a substantial source of employment in its own right. The sector;

- increases the health, well being, independence and protection of service users and carers who themselves contribute to the economy,

- provides employment for over 88,000 people and

- supports informal care capacity and user independence.

1.6   Social care services have changed significantly in recent years. The national and local contexts are diverse, with raised expectations, changing age and dependency profiles and shifting work patterns. Local authorities are increasingly commissioning services from the independent and voluntary sectors and working more closely with other public organisations, including NHS Wales on the delivery of services. This means greater consideration is being given to planning for the future based on a broader understanding of the workforce.

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[3] Annual Report - Care Standards Inspectorate for Wales, 2004 – 2005. National Assembly for Wales.
[4] Figures from The Report of the Chief Inspector, Social Services in Wales 2000-2001, and The Report of the Chief Inspector, Social Services in Wales 2004-05. Social Services Inspectorate for Wales.
[5] Wales: A Better Country. The Strategic Agenda of the Welsh Assembly Government, September 2003.

1.7   The social care sector continues to need a "coherent framework within which the sector can move towards having in place a sustainable quality workforce"[2]. Such a framework, shown in Figure 1, was proposed by the Chief Inspector in 2004. It integrates the three main elements of workforce development:

- Service planning and commissioning,

- training and development and

- human resource planning.

1.8   There is also now a well-established framework of workforce standards. Services in the statutory and independent sectors will be aware of the need to be working to common workforce standards set out in the Care Council's Codes of Practice and in the practice standards (National Occupational Standards) some of which were developed jointly with Skills for Health, and which underpin the framework of qualifications developed and reviewed by the Care Council[6].

Figure 1
An integrated approach

1.9   In his most recent Annual Report[7], the Chief Inspector of Social Services in Wales emphasised the importance of developing a workforce which is "sufficient in numbers, skills and levels of qualification necessary to ensure that services of high quality are delivered to the people who need them".

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[6] The Qualification Framework for the Social Care Sector in Wales, Care Council for Wales, March 2003.
[7] The Report of the Chief Inspector, Social Services in Wales 2004 – 2005. Social Services Inspectorate for Wales, 2005.

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1.10 Good quality human resource planning is therefore essential and requires robust information about the workforce. In order to develop services effectively, it is vital that commissioners of services and employers have good information about changes in patterns of recruitment, staff qualifications and turnover. A number of initiatives in Wales have contributed to the knowledge base for workforce planning, such as:

- *The Guidance on Planning[8] for Social Services* produced by the Social Services Inspectorate of the National Assembly for Wales in 2000;

- *Social Care Workforce in Wales – Definitions and Challenges[9]* and the report of the Task and Finish Group on Workforce Issues in Social Care;

- *The Skills Foresight Plan[10]* produced by the Care Council for Wales which presented information on the size, shape and nature of the workforce and presented some estimated information on the challenges facing the sector to meet training targets;

- *Planning for Caring[11]* – The Welsh Assembly Government's guidance on HR Planning which highlighted the importance of easily accessible, up to date and accurate workforce information at local level;

- The plans for Social Care Workforce Development Partnerships and the guidance to help Welsh local authorities and their partners draw up effective training and staff development arrangements for the social care sector in their area; (This was produced in *Planning for Training and Staff Development across the social care sector[12].* Each year's circular provides information about funding for the Social Care Workforce Development Programme[13] and the importance of local authorities including their commissioned services within those plans.)

- *The Review of Health and Social Care in Wales[14]* which made particular reference to the delivery of social care services through closer working partnerships of health and social care services;

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[8] Social Services Guidance on Planning, Social Services Inspectorate for Wales. National Assembly for Wales, 2000.
[9] Social Care Workforce in Wales – Definitions and Challenges. National Assembly for Wales, September 2001.
[10] The Skills Foresight Plan for the Social Care Sector in Wales. Care Council for Wales 2003.
[11] Planning for Caring. Welsh Assembly Government, March 2003.
[12] Planning for Training and Staff Development across the Social Care Sector. Welsh Assembly Government, 2003.
[13] Circular 2/05; Social Care Workforce Development Programme for the Personal Social Services, 2005 – 2006. Welsh Assembly Government, January 2005.
[14] The Review of Health and Social Care in Wales. The Report of the Project Team advised by Derek Wanless. Welsh Assembly Government, June 2003.

- *Investing in the Future*[15]*,* The Welsh Assembly Government guidance on the development and implementation of social work trainee schemes;

- *Making the Connections*[16] and *Delivering the Connections*: 5 year action Plan for Delivering Better Services for Wales[17] that make specific reference to strategic approach to human resources planning ;

- *Sharing the Learning[18]* which identified the emerging themes and issues in social care workforce planning;

- The *Review of Flexible Local Workforce Arrangements across Health and Social Services in Wales* undertaken by the Social Services Inspectorate for Wales (SSIW) which identified approaches to the development of new joint roles[19];

- The SCIE (Social Care Institute for Excellence) website is also a rich source of material (www.scie.org.uk).

1.11 The Care Council has a key role in collating workforce information from a range of sources to assist national, regional and local improvements in the workforce. In time, the register of social care workers held by the Care Council will provide extensive and accurate information about the social care workforce. In the meantime, we have drawn on the available and accumulating data from the register as well as on our monitoring of social work training. We will also amalgamate the workforce data from other national, regional and local sources. A list of the main sources of data and reference details can be found in the appendix.

1.12 For some years, local authorities have provided the Local Government Data Unit (LGDU) with a wide range data on social services staffing and provision. The Care Council for Wales works closely with the Unit and the sector now benefits from robust and reliable workforce data on local authority provision across Wales. Use has also been made of information collected by the Care Standards Inspectorate for Wales (CSIW).

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[15] Investing in the Future. Welsh Assembly Government, 2004.
[16] Making the Connections: Delivering Better Services for Wales. Welsh Assembly Government, 2004.
[17] Delivering the Connections: 5 year Action Plan for Delivering Better Services for Wales. Welsh Assembly Government, 2005.
[18] Sharing the Learning: Emerging Themes and Issues in Social Care Workforce Planning in Wales. Social Services Inspectorate for Wales. Welsh Assembly Government, 2005.
[19] Review of flexible local workforce arrangements across health and social services in Wales. Social Services Inspectorate for Wales. Welsh Assembly Government, July 2006.

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Further Development of Workforce Information

1.13   To help improve the use of workforce information, the Care Council commissioned the Social Care Workforce Research Unit at King's College London to undertake an evaluation of the workforce information template. The template had been developed by the Care Council to support the Assembly guidance *Planning for Caring*, issued in 2003. The evaluation found widespread demand for good information about the workforce. However, the template was not used in a systematic way across Wales and was not easily adapted to local circumstances, without losing its value as a tool for comparison[20].

1.14   The template is one of a number of tools to have been developed by the Assembly and the Care Council to support the sector in improving its own workforce planning and development which has led to there being greatly increased levels of information about the sector locally. There remains however a need to be able to bring these data together to form regional and national pictures.

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[20] Evaluation of the Workforce Information Template, Final Report to the Care Council for Wales, Social Care Workforce Research Unit, King's College London, August 2005. Available from www.ccwales.org.uk

2. THE CHANGING PATTERN OF NEED FOR SOCIAL CARE SERVICES IN WALES

2.1 Wales has a higher concentration of older people than the rest of the UK. 22% of Wales's population is over 60, and over the next 20 years that number will increase to almost 33%. In his annual report 2004/2005[4,] the Chief Inspector estimated that by 2021, 50,000 households in Wales will be headed by a person over the age of 85, representing an increase of 56%. These demographic changes mean that future policies and programmes in Wales must reflect the needs of an ageing society, as outlined in the *Strategy for Older People in Wales*[21].

Population Trends

2.2 The population of Wales is 2.94 million and expected to reach 3 million by 2011[22] with most of the growth coming from the over 65s as shown in Figure 2.

Figure 2
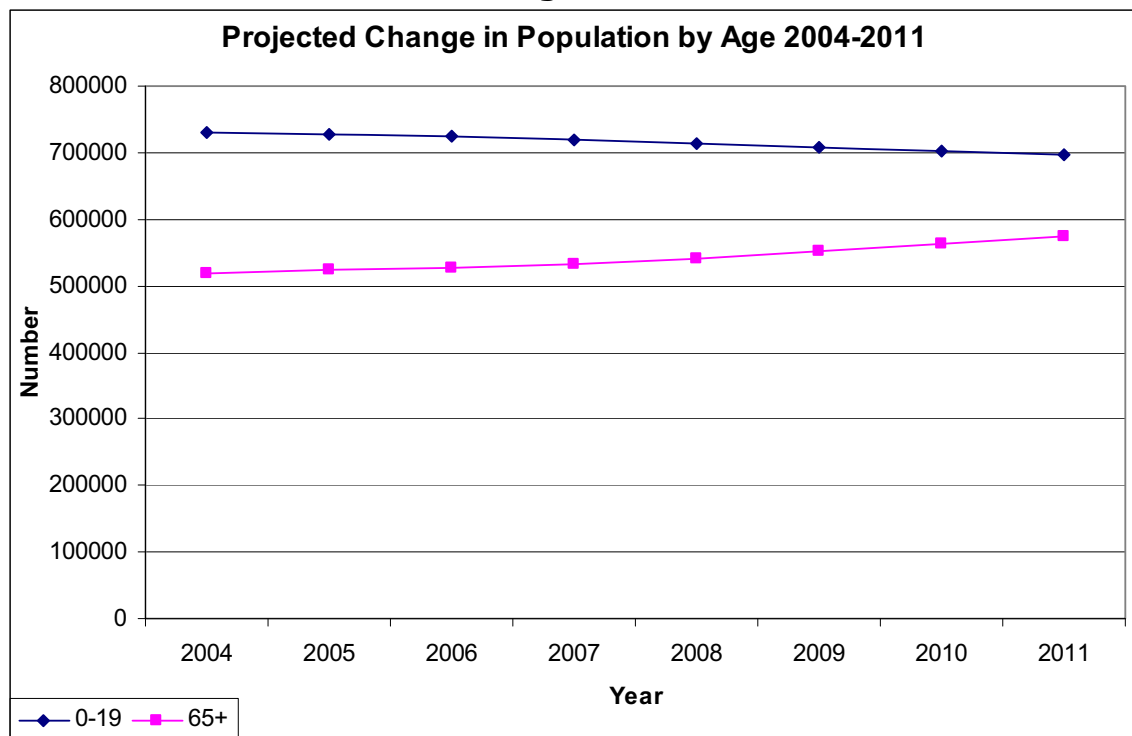
Source: *Based on StatsWales, 2004-based principal population projections for Wales, 2004 to 2029.*

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[21] Strategy for Older People in Wales. Welsh Assembly Government, 2003.
[22] ELWa Learning and Skills Assessment 2005 – 2006. June 2005.

2.3   Some significant factors relevant to social care are:

- By 2011, there will be 37,000 fewer children (a fall of 7%) and the population of retirement age will have increased by 67,000[22].

- At present, 69% of Wales's residents define themselves as Welsh[22] and according to the Welsh Language Board 21% say they are fully bilingual. The Board anticipates the level of Welsh language usage to remain at around 21% but its distribution may change from traditional areas of prevalence, as populations become more mobile.

- 2.6% of the working age population belong to non white ethnic groups (44,000)[22]

- 22.7% of the working age population of Wales have a disability[23];

- According to the 2001 census, 12% of the population has caring responsibilities[24] which require them to provide help or support to family members, friends, neighbours or others because of long-term physical or mental health or disability, or problems related to old age.

The Workforce in Wales – All Occupations

2.4   In 2005, the whole workforce in Wales was calculated to be 1.3 million out of a working age population of around 1.83 million people. Over the next five years the working age population is anticipated to rise by 3% (55,000). However, the ratio of the working population to the over 65 population will increase from each member of the working population supporting 0.304 people over 65 to each working age person supporting 0.325 people over 65[25], a change of 7%. This will change the balance between those needing care and those providing it, as shown in figure 3 below.

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[23] Pubs0003: Numbers of People with Disabilities, by Gender and Local Authority. StatsWales website http://www.statswales.wales.gov.uk/intro_eng/index.htm
[24] Census 2001: http://www.statistics.gov.uk.
[25] POPU1007: 2004-based principal population projections for Wales, 2004 to 2029. StatsWales website http://www.statswales.wales.gov.uk/intro_eng/index.htm

Figure 3
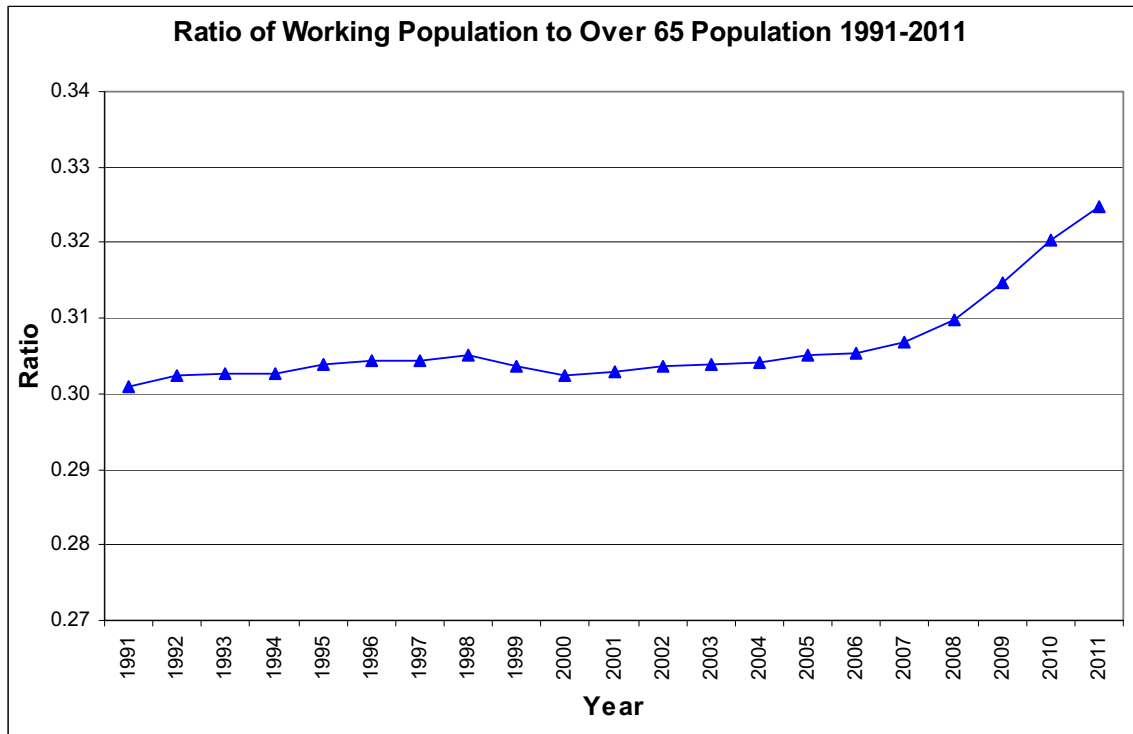
Ratio of Working Population to Over 65 Population 1991-2011


Source: *Based on StatsWales, 2004-based principal population projections for Wales, 2004 to 2029*

2.5   Research into anticipated employment changes has shown that occupational growth is likely to concentrate in many service industries whilst employment in the manufacturing industries will continue to decline. The care and early years sector, represented by the Sector Skills Council Skills for Care and Development*,* is one of those areas of growth but as figure 4 indicates this sector will be competing with other similar service industries for staff[26].

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[26] Working futures 2004-2014. Sectoral Report. For details of the Sector Skills Councils see the SSDA website http://www.ssda.org.uk

Figure 4

Employment Levels by SSC 2004 - 2014
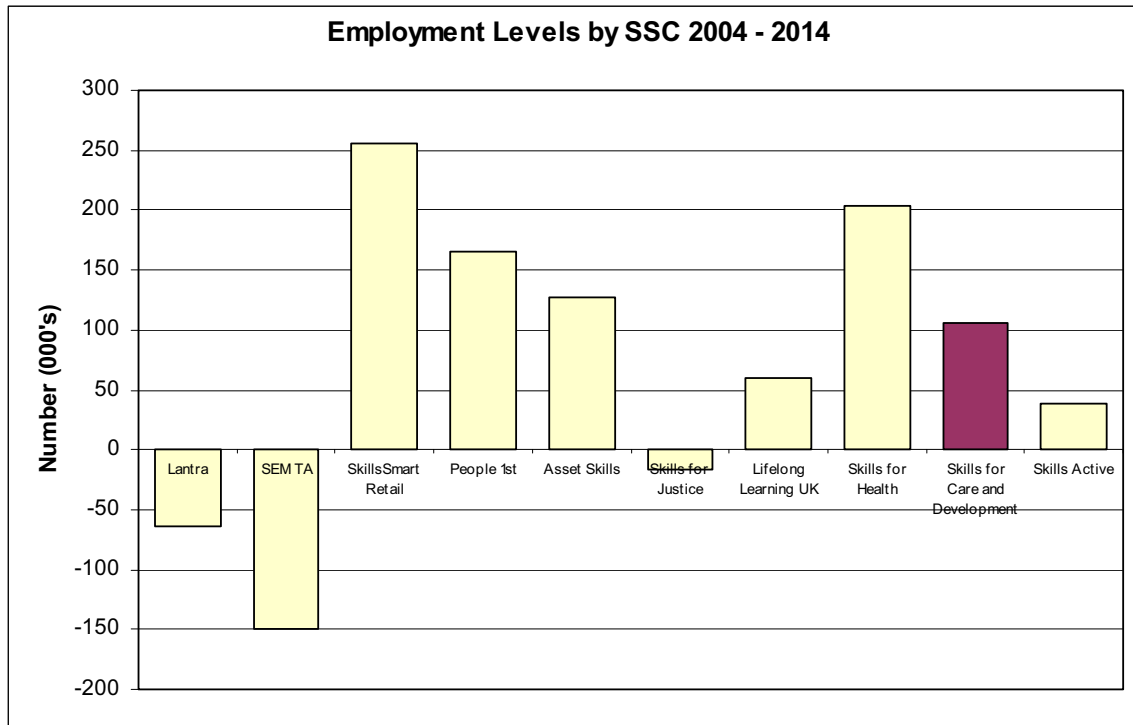
Source: *Working futures 2004-2014. Sectoral Report.* For details of the Sector Skills Councils see the SSDA website http://www.ssda.org.uk

3.   **THE PATTERN OF POLICY AND SERVICE DELIVERY IN WALES.**

3.1   In his annual report, the Chief Inspector[4] set out the main objectives for improvement in social services. The vision for the future of social services is also set out in the recent consultation strategy for social services *Fulfilled Lives, Supportive Communities*, the main objectives of which are:

- Maintaining people at home or in as homely an environment as possible and supporting children to live with their families;

- Doing everything possible to ensure that service users are safe;

- Increasing availability of preventative services which can reduce the need for more intensive and costly services at a later date;

- Supporting the integration of service users into the community and providing support for them to achieve their potential and enable them to live as full and independent a life as possible

3.2   Some shift in the balance of care has been evident over recent years though this has not happened with sufficient pace to keep up with the increasing needs of the population. The total expenditure by local authorities on social services, including that on commissioned services, has shown continued and substantial growth over the past 10 years as shown in Figure 5.
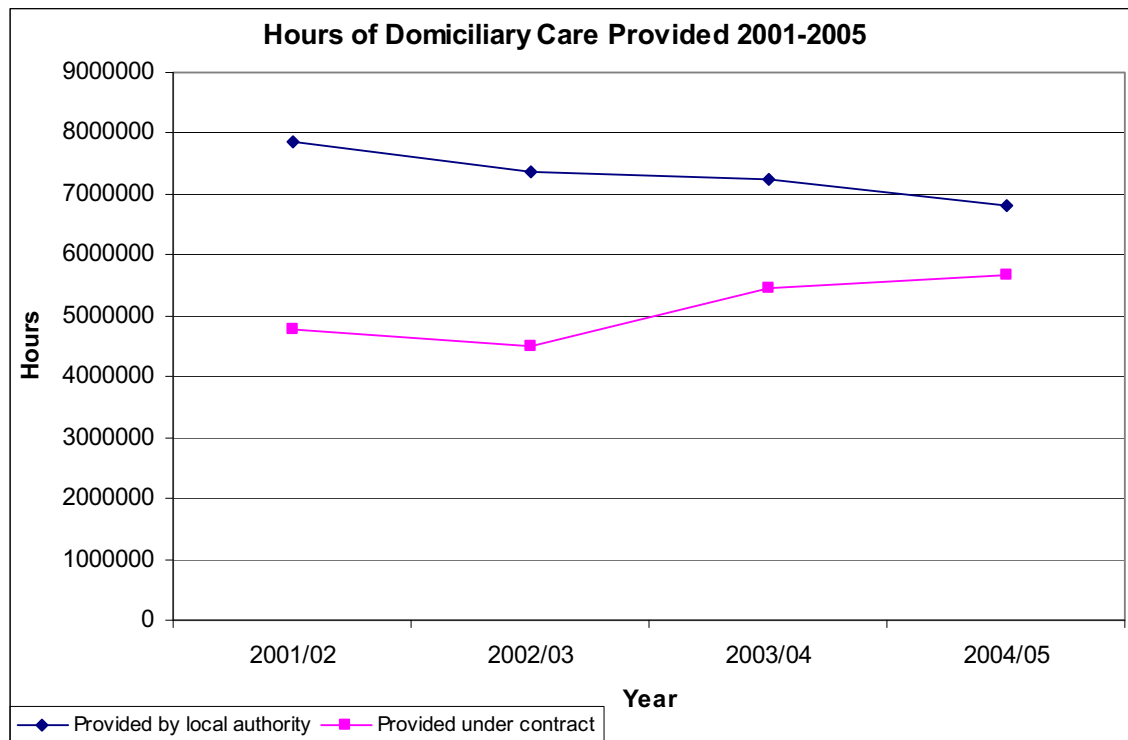
Figure 5

Average Social Care Expenditure Per Person 1995-2005
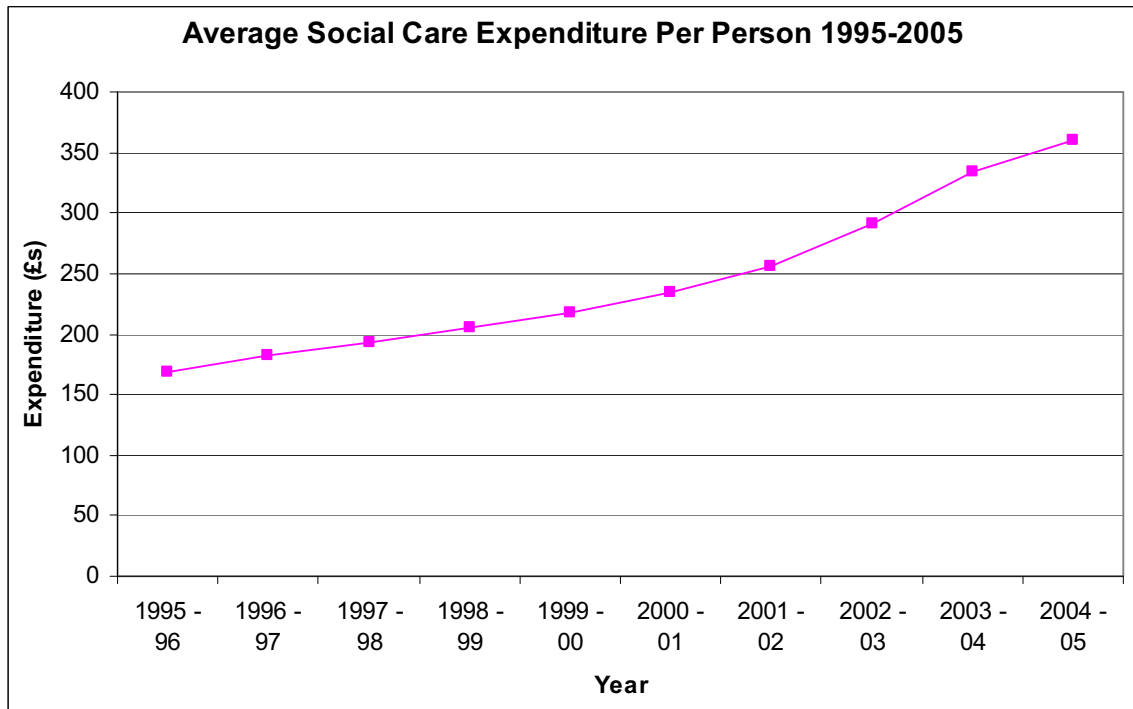
Source: *Local Government Data Unit*

3.3   Figure 6 shows a considerable shift in the provision of domiciliary care from local authorities towards the independent sector.
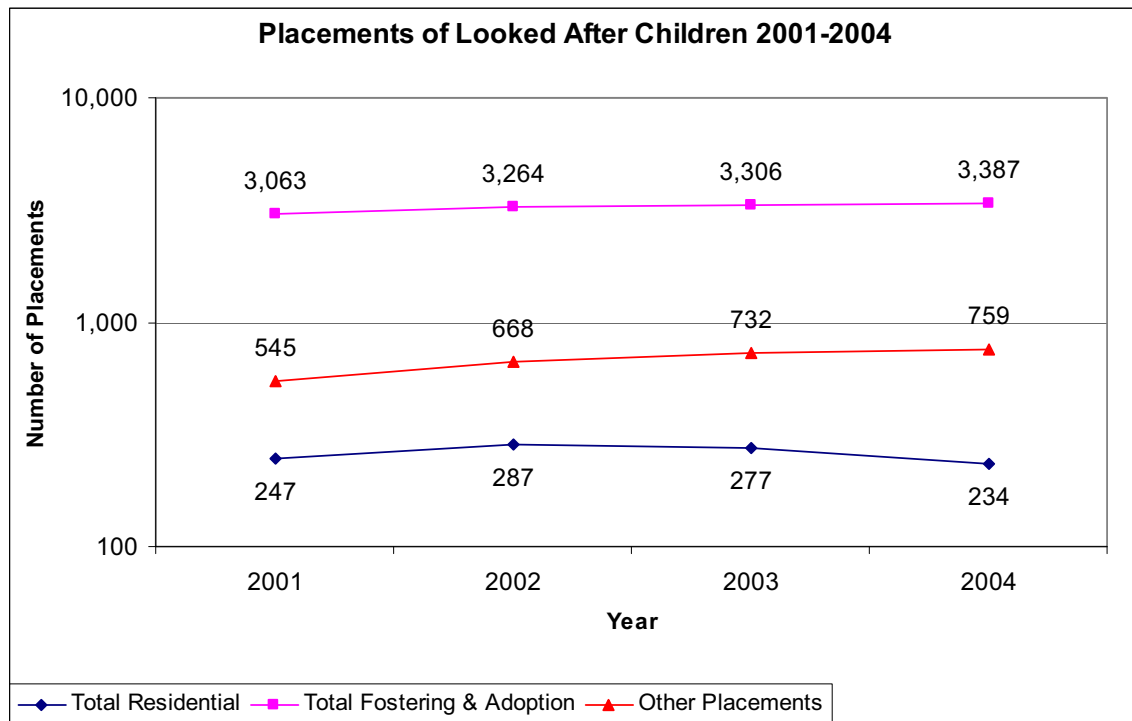
Figure 6

Hours of Domiciliary Care Provided 2001-2005

Source: *Local Government Data Unit*

3.4   In children's services, there has also been a change in the nature of provision for children who are looked after by the local authority, with residential child care placements reducing, whilst foster care and adoption placements and other arrangements such as those living independently or living with family increasing.

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Figure 7

Placements of Looked After Children 2001-2004

Source: *Local Government Data Unit*

3.5   Another area of growth is expected to be the number of service users who are using direct payments to purchase services. There has been a sharp rise in direct payments, though the number across Wales is still relatively small, as shown in figure 8. A substantial move towards this model of service delivery will have implications both for the employment and regulation of the workforce, as service users become employers in their own right.

Figure 8

Number of Service Users Receiving Direct Payments 2001-2005
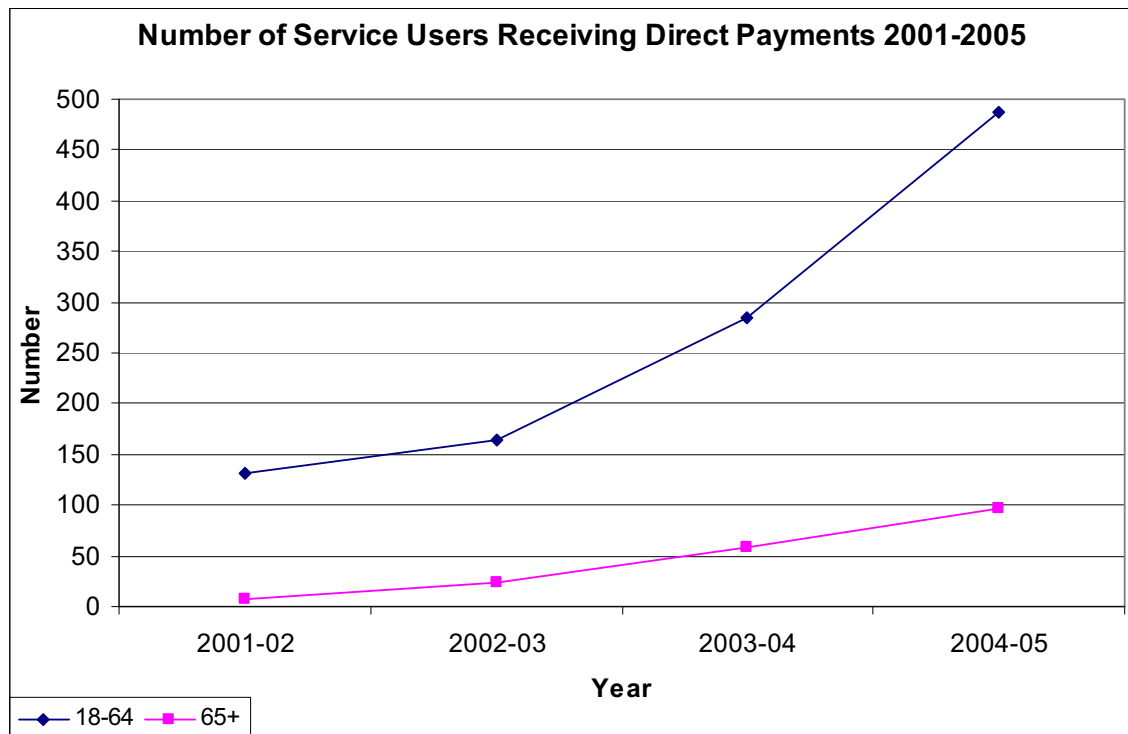
Source: *Local Government Data Unit*

3.6   In terms of the balance of provision between different sectors, the 2004/2005 CSIW *annual report* states that 86% of adult residential care service provision is provided in independently owned settings against 14% in local authorities. 45% of domiciliary care is provided by independent providers and 63% of registered children's homes are in private ownership.

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4 THE SOCIAL CARE WORKFORCE IN WALES
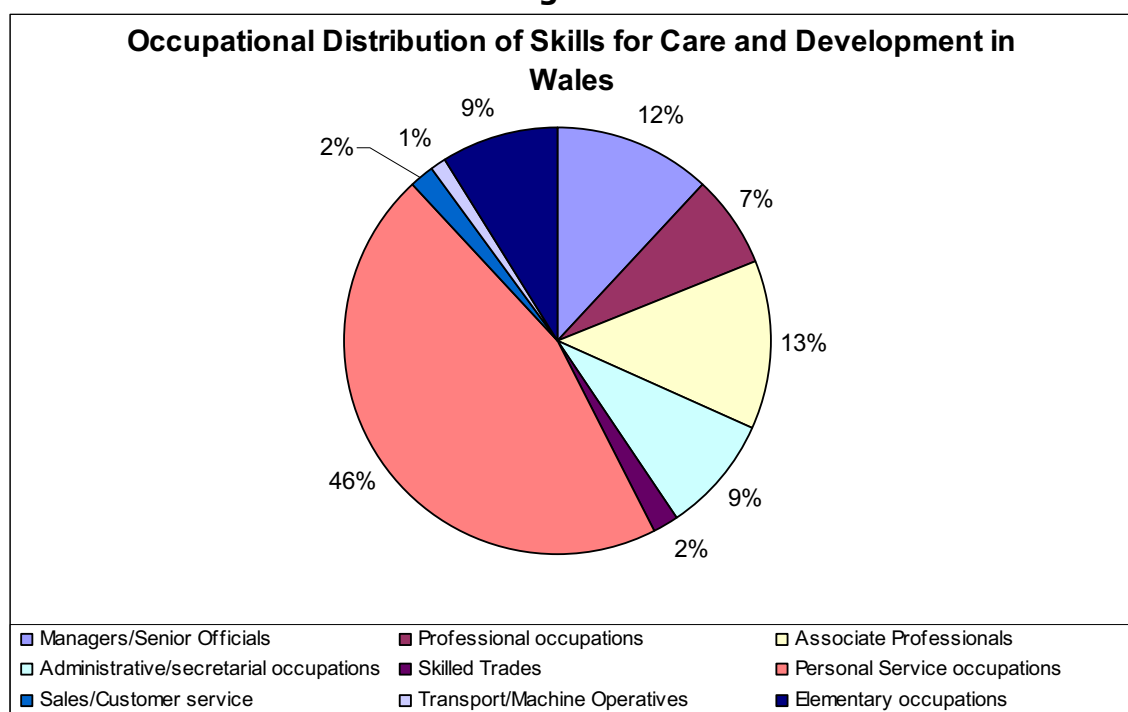
Introduction

4.1 *The Skills Foresight Plan* 2003[2] described for the first time the social care sector workforce in Wales. It considered matters such as the size and nature of the workforce, qualification rates, the capacity for work-based assessment, the need for an adequate learning supply, the costs of providing NVQs and recruitment and retention of the workforce. It calculated the level of qualification achievement required to meet the Welsh Assembly's targets in different settings. Since then, although improvements have been made in workforce planning there remain considerable challenges in providing comprehensive workforce information in order to:

- Compare the workforce across the sector;

- Gain an accurate and comprehensive picture of the whole workforce; (There are more data on local authority employment than there are for employment in the private and voluntary sectors. This will improve as more workers become registered with the Care Council. There are also more data on social workers than other groups of staff.)

- Predict future workforce requirements to respond to changing needs and new types of service.

4.2 The social care sector covers a wide range of services and employs a wide variety of people with diverse skills. The services include those delivered in people's own homes as well as those provided in residential or day care settings. Meeting the diverse needs of all users and carers in Wales will continue to be a challenge.

4.3 The size of the whole social care workforce including child care learning and development is estimated as 88,773[27] which is 6.8% of the entire workforce in Wales. Child care learning and development accounts for 19,058 workers and social care services for adults and children are estimated to employ 69,715. The workforce definition used by the sector skills council, Skills for Care and Development, is limited to paid workers so foster carers, adult placement carers and volunteers are not included in the data. Informal caring provided by families, friends and neighbours is also not counted for these purposes. The most recent census found that in Wales 132,218 people spend more than 20 hours per week caring for another person[24].

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[27] Labour Force Survey 2005.

The Social Care Workforce as a Whole

4.4 The *Labour Force Survey* (LFS) describes standard occupational categories as illustrated in Figure 9. Whilst these are not the most familiar terms for the sector they do allow comparison with other employment sectors and allow us to make use of the wide range of workforce information available from the survey. Over time, the Care Council's social care register will provide much of this data and so we will need to rely on these classifications less.

Figure 9

Occupational Distribution of Skills for Care and Development in Wales

- Managers/Senior Officials
- Professional occupations
- Associate Professionals
- Administrative/secretarial occupations
- Skilled Trades
- Personal Service occupations
- Sales/Customer service
- Transport/Machine Operatives
- Elementary occupations

Source: *Future Skills Wales 2005*[28]

4.5 According to the *Future Skills Wales, Skills for Care and Development* report[28] 2005, the main skill shortages in the social care workforce are:

- Technical and Practical Skills
- Problem Solving
- Communication
- Team Working
- General IT Skills
- Customer Handling Skills

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[28] Future Skills Wales 2005 – Sector Skills Survey. Skills for Care and Development.

4.6   The LFS categories referred to in paragraph 4.4 are also subdivided into more familiar job roles. However official LFS data can underestimate the size of the social care workforce. For instance, the data indicates there to be 32,676 care assistants and home carers working in social care services. However, there are a further 8,183 care assistants and home carers in other industries such as "Other Human Health" or "Employed Elsewhere". Whilst not classified as social care they are likely to need the same knowledge and competence of other social care workers.

The same applies to those classified as 'social workers'[29] in Wales, with the *Labour Force Survey* 2005 indicating there are 6136 but only 4,656 appear to be working in social care. The others work in the field of justice or in regulation and government agencies. Figure 10 indicates trends in the size of the social care industry using the strict LFS definition. It is therefore an underestimate of the true scale of social care workforce in Wales but likely to be accurate in terms of the trend of the number of people working in social care having continued to grow for the past three years, after hitting a low in 2001.

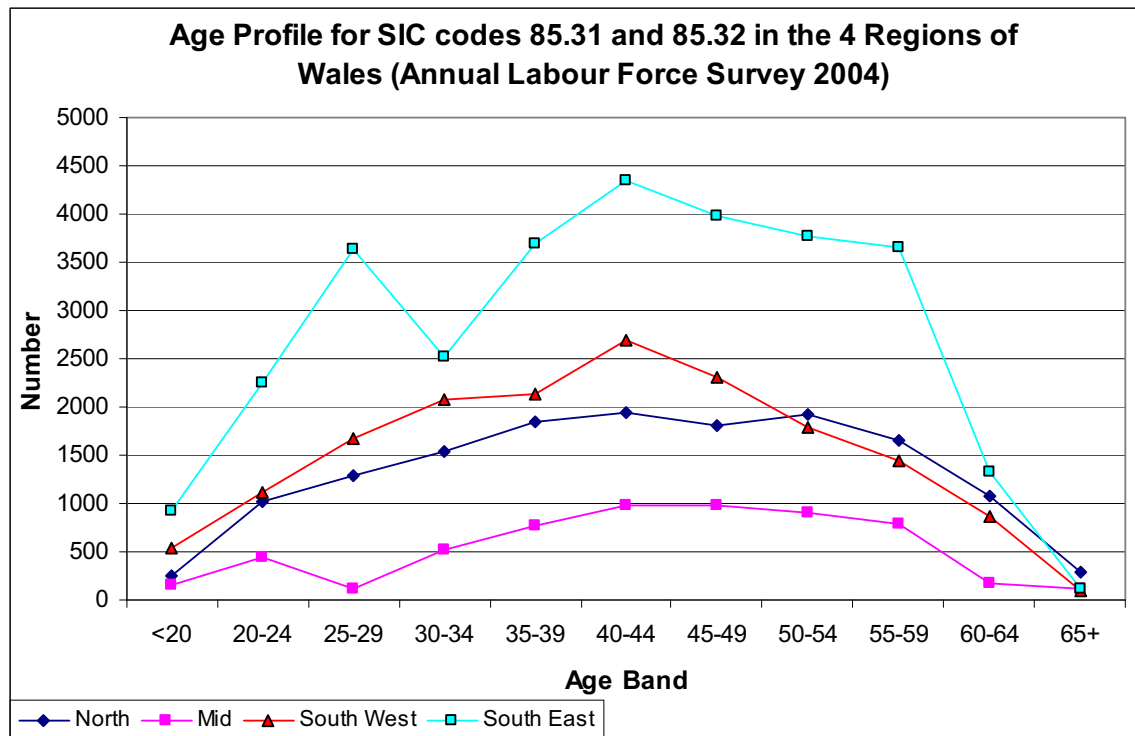**Figure 10**
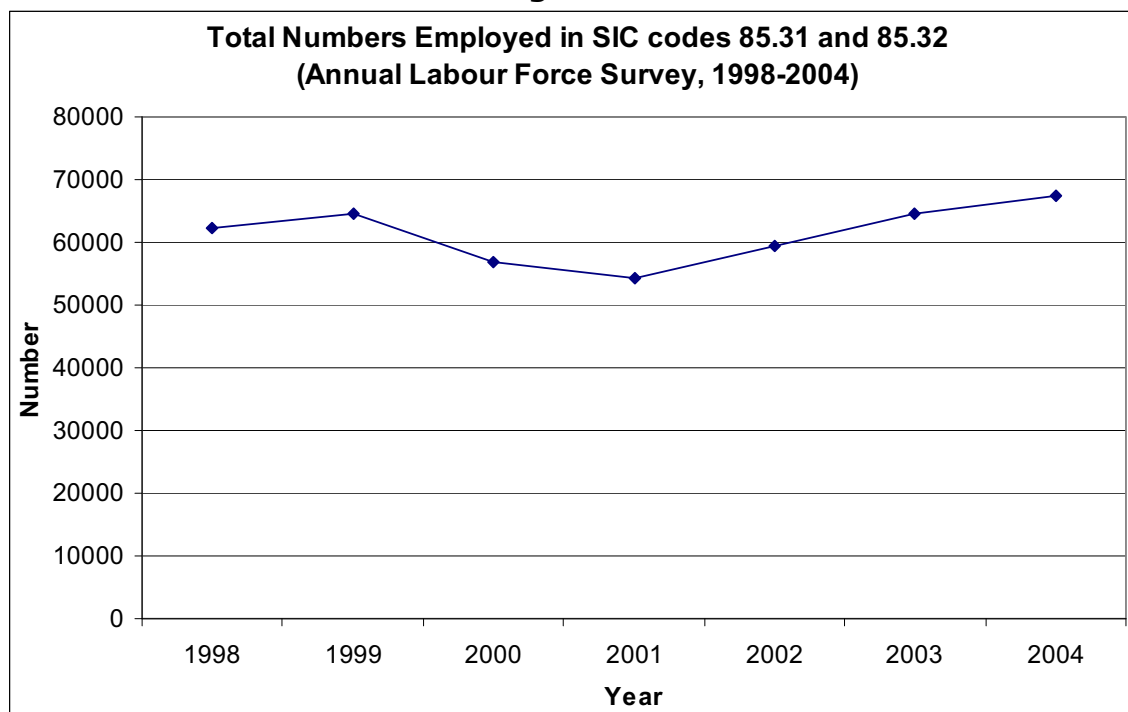
Source: *Labour Force Survey 1998-2004*

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[29] The term social worker in LFS surveys predates Protection of Title and so does not only describe people engaged in activity for which registration is required.

4.7   Some of the trends in age profiles revealed in the survey are worthy of note. Figure 11 shows marked regional differences which need to be recognised in future calculations about the workforce, notably

- an increase in 25 – 29 year olds in south east Wales with a corresponding reduction of the same age group in mid Wales;

- variations in the proportion of over 35 year olds: 72% north Wales, 79% in mid Wales, 68% in the south west and 69% in the south east.

Figure 11

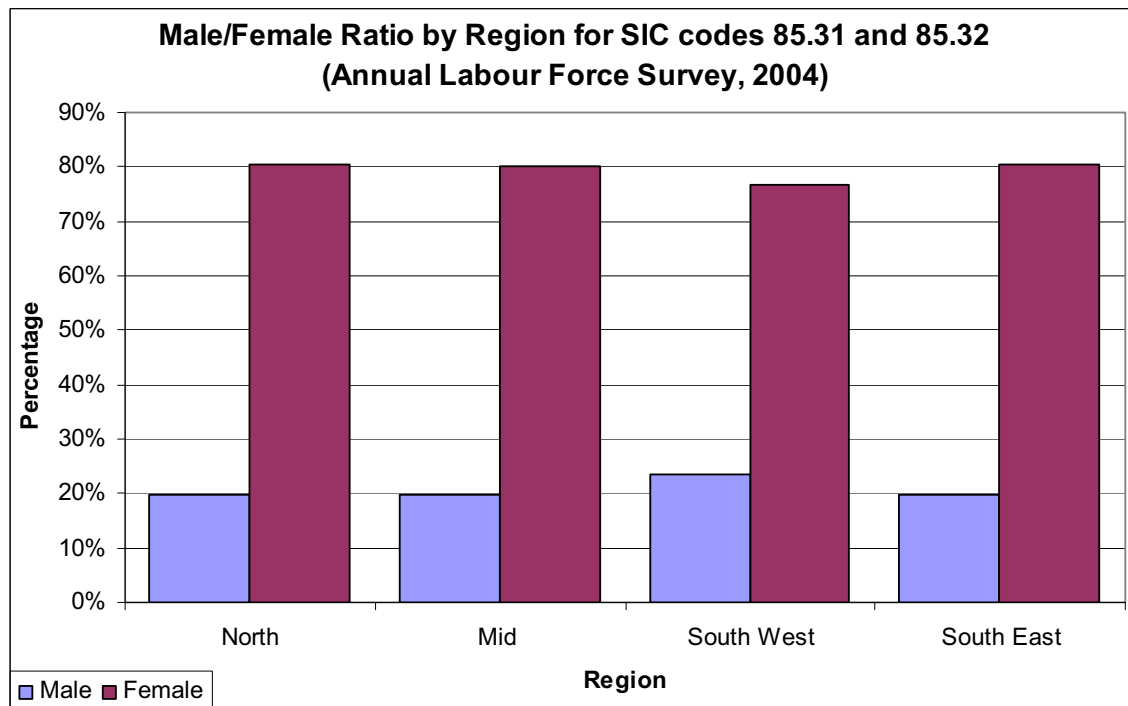Age Profile for SIC codes 85.31 and 85.32 in the 4 Regions of Wales (Annual Labour Force Survey 2004)

Source: *Labour Force Survey 2004*

4.8   There are some features which are strikingly common across the regions of Wales such as the proportion of females to males, as shown in Figure 12.

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Figure 12

**Male/Female Ratio by Region for SIC codes 85.31 and 85.32
(Annual Labour Force Survey, 2004)**

Source: *Labour Force Survey 2004*

Welsh Language

4.9 Analysis shows that in local authorities the percentage of Welsh speakers among social care staff has remained constant at a rate of 15% between 2004 and 2005. This level of Welsh speaking amongst staff does not match the level of bilingualism in the population which is estimated by the Welsh Language Board to be 21% of the population of Wales.

4.10 In terms of employer demand for Welsh language skills, the *Generic Skills Survey 2003*[30] found that 33% of social care employers reported the need for at least intermediate Welsh language skills, and 44% expected this would be necessary by 2006. In 2005[28], 19% of employers reported Welsh language as a skills gap amongst the workforce. While another 2005[31] report found a much lower demand, this may have been a result of an unrepresentative sample where none of the groups surveyed were specific to social care[32] or social care employers. When employers were asked about training existing staff to speak Welsh, half of the respondents indicated that they would contact

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[30] Future Skills Wales Generic Skills Survey 2003. Skills for Care.
[31] Future Skills Wales Survey – Welsh Language Skills in Seven Sectors. March 2005.
[32] The survey used Standard Industry Codes relating to Hospital and Nursing Homes, Dental Practices and other human Health Activities and Vets. The specific code relating to social work was not used.

ELWa (DELLS) for information about this, and a third of this subgroup reported that they would approach a local college or university.

4.11 There is a need for focused work, not driven by the Care Council alone, but in partnership with the Assembly and other key organisations to ensure that steps are taken to ensure that employers take proper account of language choice as part of workforce planning and development strategies linked to their services. There is the potential for partnership working between employers and also with learning providers to have a new approach which would address this issue. The Welsh Language Board has cited this as an area of priority attention this year.

Working Hours

4.12 In terms of working hours, the majority of staff work full time but the number of part time workers is 10% above the national average for all occupations as shown in Figure 13. However, this general pattern may not be representative of some areas in which part time work is undertaken by the majority. Figure 14 shows that over 85% of local authority domiciliary care workers work part time.

Figure 13
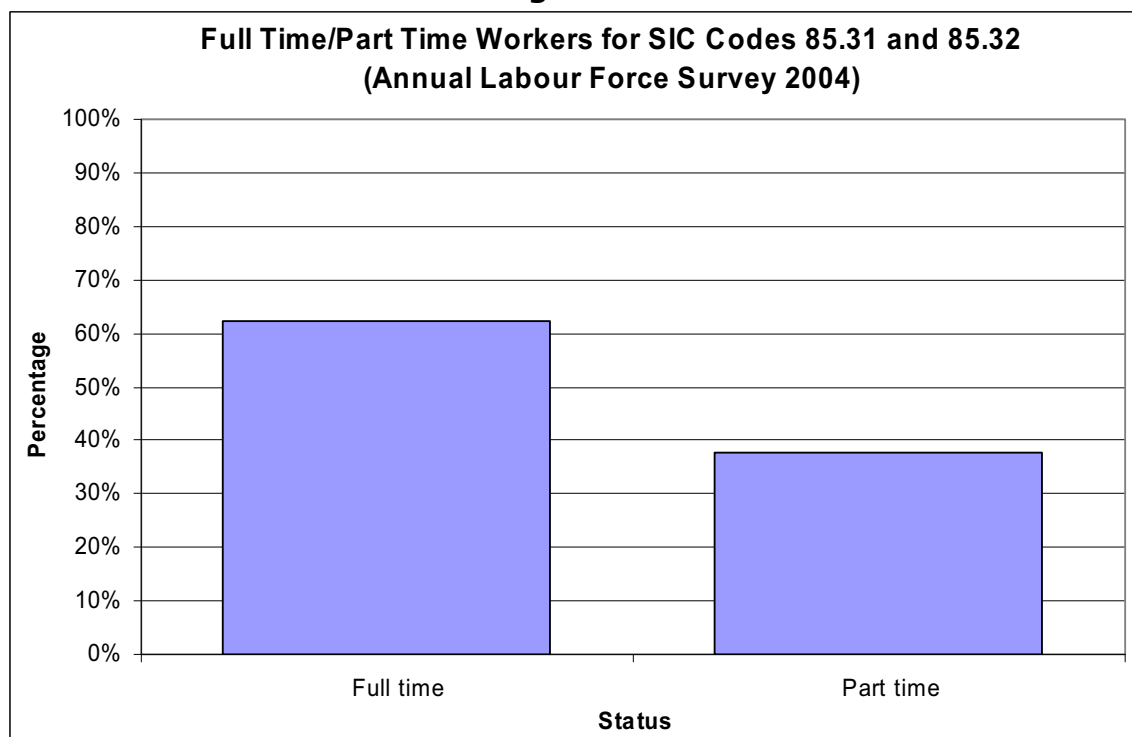
Source: *Labour Force Survey 2004*
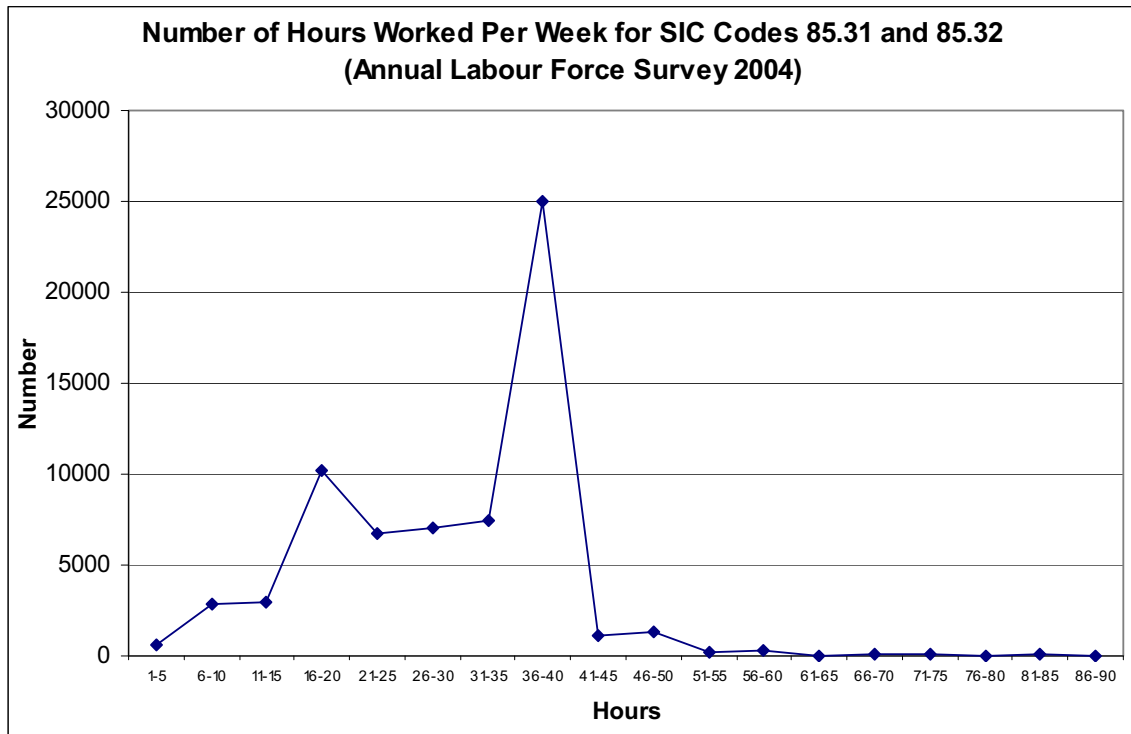
Figure 14

Total Local Authority Domiciliary Care Workforce
(LGDU March 2006)
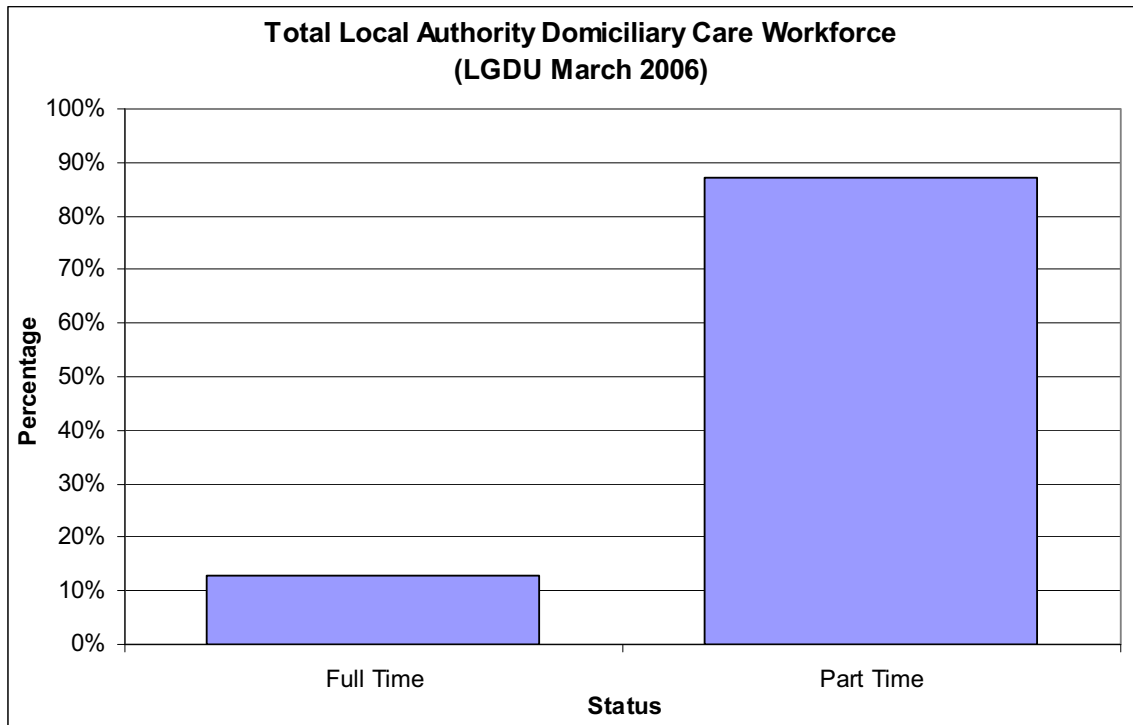
Source: *Local Government Data Unit*

4.13 Analysis of working hours shows the expected peaks around full time hours and a 2-3 days a week contract.

Figure 15

**Number of Hours Worked Per Week for SIC Codes 85.31 and 85.32
(Annual Labour Force Survey 2004)**

Source: *Labour Force Survey 2004*

4.14 With a relatively large proportion of part time workers in social care, it is perhaps not surprising that many of them have second jobs, up to 10% in mid Wales, as shown in Figure 16. The pattern of part-time working and multiple or seasonal employment is often found in rural or coastal economies. In response to this pattern, workforce partnerships in mid Wales have been targeting support for farming economies to diversify towards social care.

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Figure 16
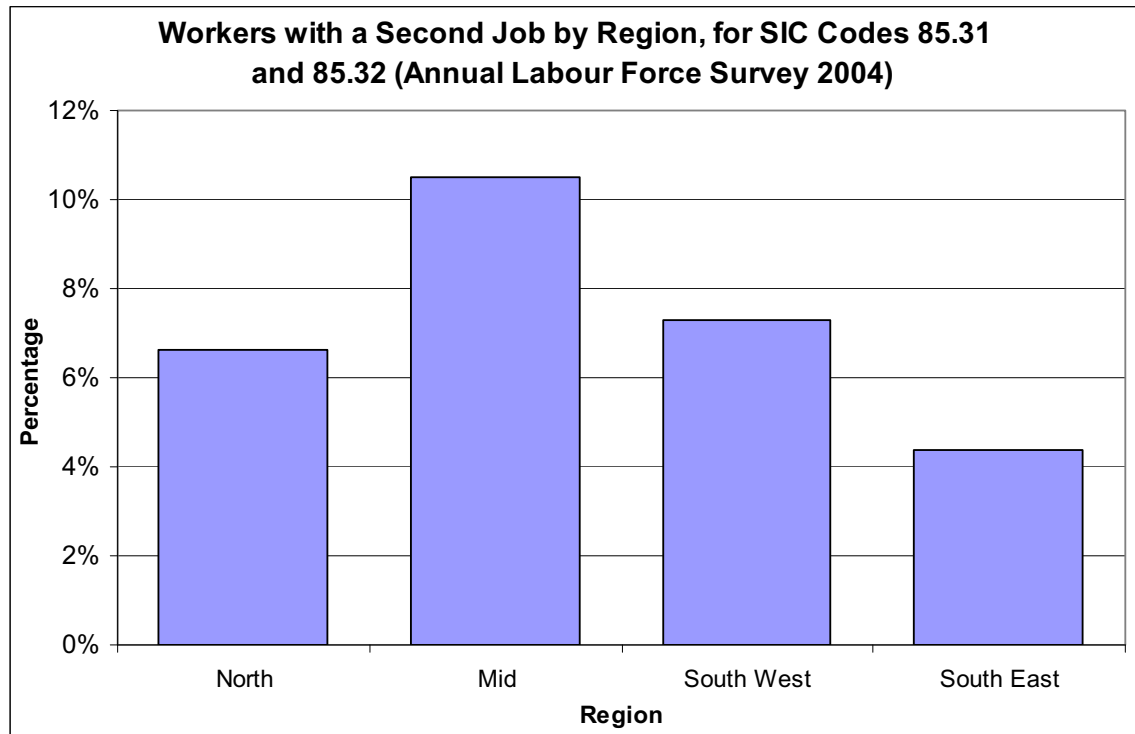
Source: *Labour Force Survey 2004*

Social Workers

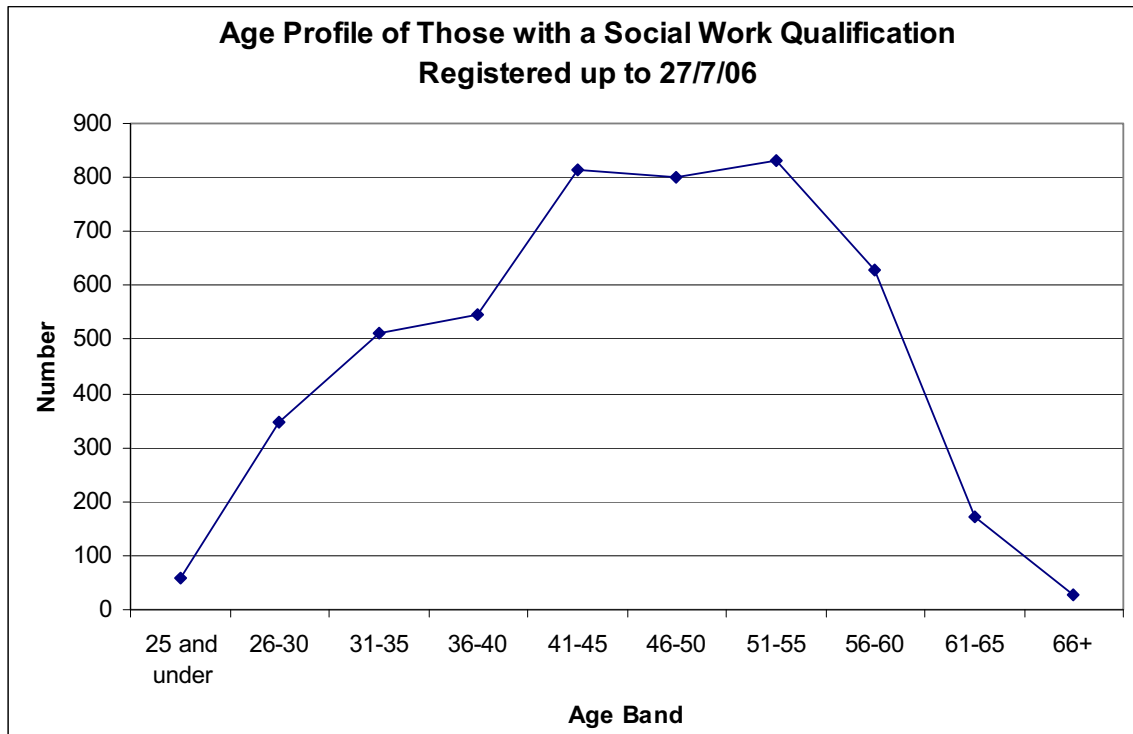4.15 The register of social care workers was opened in 2003 under the provisions of the Care Standards Act 2000. The first group to be registered were social workers, and social work students. As a result, the Care Council for Wales is accumulating a wealth of information about this part of the workforce. As of the 27th of July 2006, there were 4,760 people with a social work qualification registered with the Care Council. The register shows that 75% of these are female. However only 13% of those entering social work training in 2005/06 were male, and indicates the need for colleges and employers to gain a greater understanding of the reason behind this imbalance in social work training, and the actions which need to be taken if this is to be redressed.

4.16 A large proportion of social workers are approaching retirement age, with 40% over the age of 50. This is illustrated in figure 17 below.
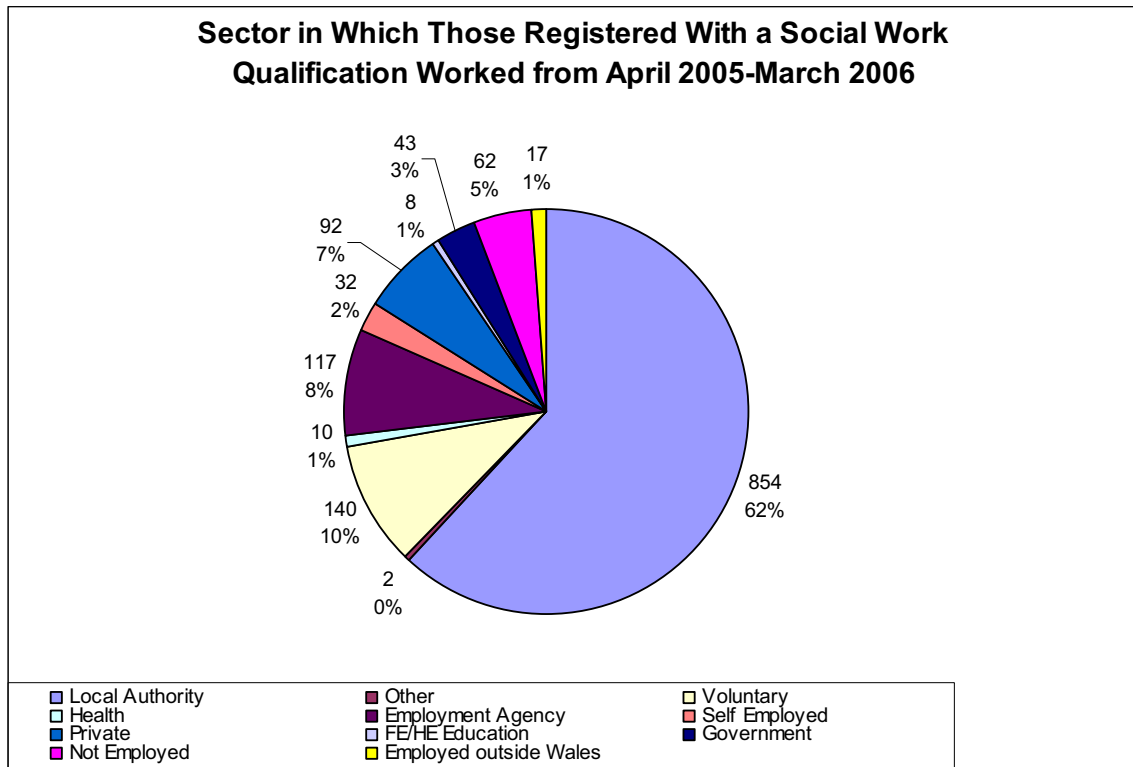
Figure 17

Age Profile of Those with a Social Work Qualification
Registered up to 27/7/06

Source: *Register of Social Care Workers: Care Council for Wales*

4.17 Analysis of the available equal opportunities data from registrants reveals that black and minority ethnic social worker registrants account for 3% of the workforce, compared to 2.6% of the working age population[22]. However, this data was collected on a voluntary basis only – 72% responded, and so this may not be fully representative of the register as a whole.

4.18 Further analysis shows that of the 73% of social worker registrants who answered the question on the equal opportunities return, 2.2% considered themselves disabled which is a substantial under-representation compared to the general population.

4.19 Information supplied by social workers at the point of registration includes the setting in which they are employed. Figure 18 shows that local authorities are the largest employers of social workers in Wales but the proportion, at 62%, is not as large as often assumed. It is also worthy of note that more social workers are employed in the voluntary sector than either in the private sector or by employment agencies.

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Figure 18

Sector in Which Those Registered With a Social Work Qualification Worked from April 2005-March 2006

Pie chart data:
- Local Authority: 854, 62%
- Voluntary: 140, 10%
- 2, 0%
- FE/HE Education: 10, 1%
- Employment Agency: 117, 8%
- Self Employed: 32, 2%
- Private: 92, 7%
- Health: 8, 1%
- Other: 43, 3%
- Government: 62, 5%
- Employed outside Wales: 17, 1%

Legend:
- Local Authority
- Other
- Voluntary
- Health
- Employment Agency
- Self Employed
- Private
- FE/HE Education
- Government
- Not Employed
- Employed outside Wales

Source: *Register of Social Care Workers: Care Council for Wales*

4.20 When students enrol upon a social work degree course, they also register with the Care Council and submit information about the industry in which they worked immediately before becoming a social work degree student. Below is a breakdown of this data, which shows that while 38% were not employed, 35% had previously worked in a local authority.

Figure 19

Sector in Which Social Work Degree Students Worked Between 1 April 2005 and 31 March 2006
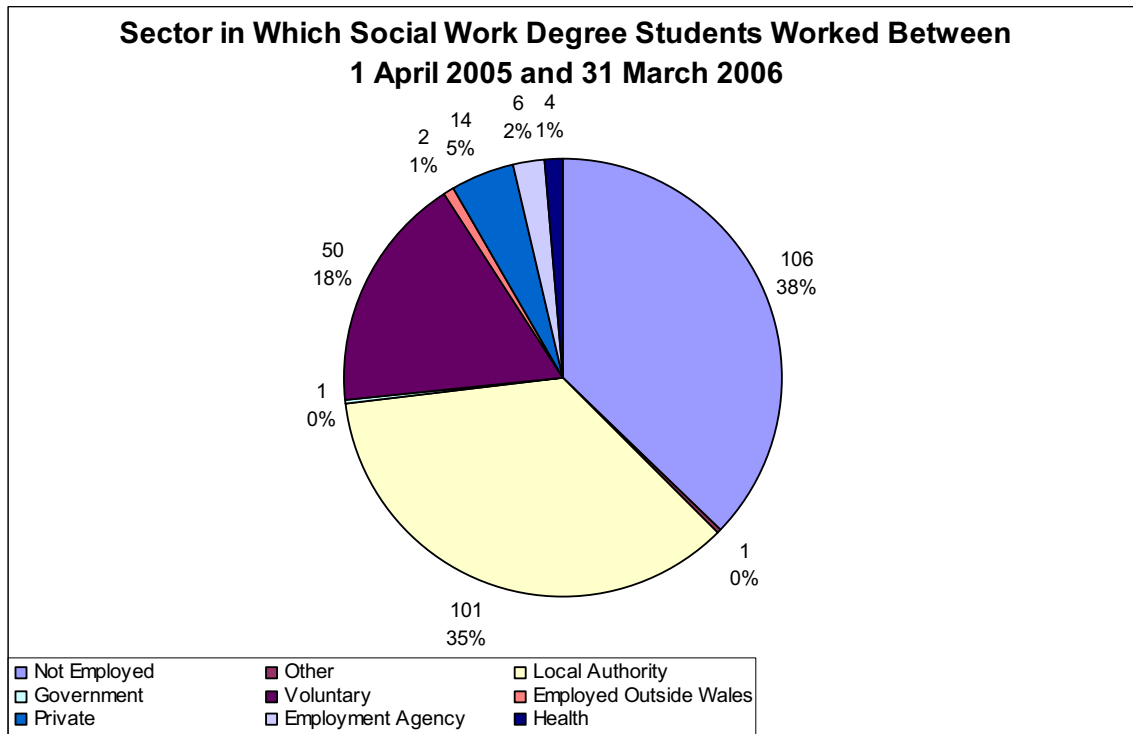
Source: *Register of Social Care Workers: Care Council for Wales*

The Voluntary Sector

4.21 The Wales Council for Voluntary Action holds a database of 25,000 voluntary and community organisations. Of these:

- 13% (3250) are involved in health and social care,
- 12% (3000) are involved with children and families,
- 7% (1750) are involved with people with physical, sensory or learning disability.

In 2004/05 over a third of voluntary organisations reported a growth in the number of staff, with less than a fifth reporting a net decline.

4.22 Of the paid workforce the *Voluntary Sector Skills Wales 2005*[33] estimates:

- There are at least 30,000 people undertaking paid work in the voluntary sector in Wales,

- Over half of all staff work in health and social care organisations,

- The paid workforce is 69% female, and 11% are on a temporary contract.

Recruiting to Social Work and Social Care

4.23 *The Employer's Organisation Recruitment and Retention Survey 2006*[34] illustrates how recruitment and retention in social care continues to be a source of concern. Of the ten occupations in local authorities which have the highest recruitment and retention difficulties, seven were in social care, as shown in Figure 20.

Figure 20
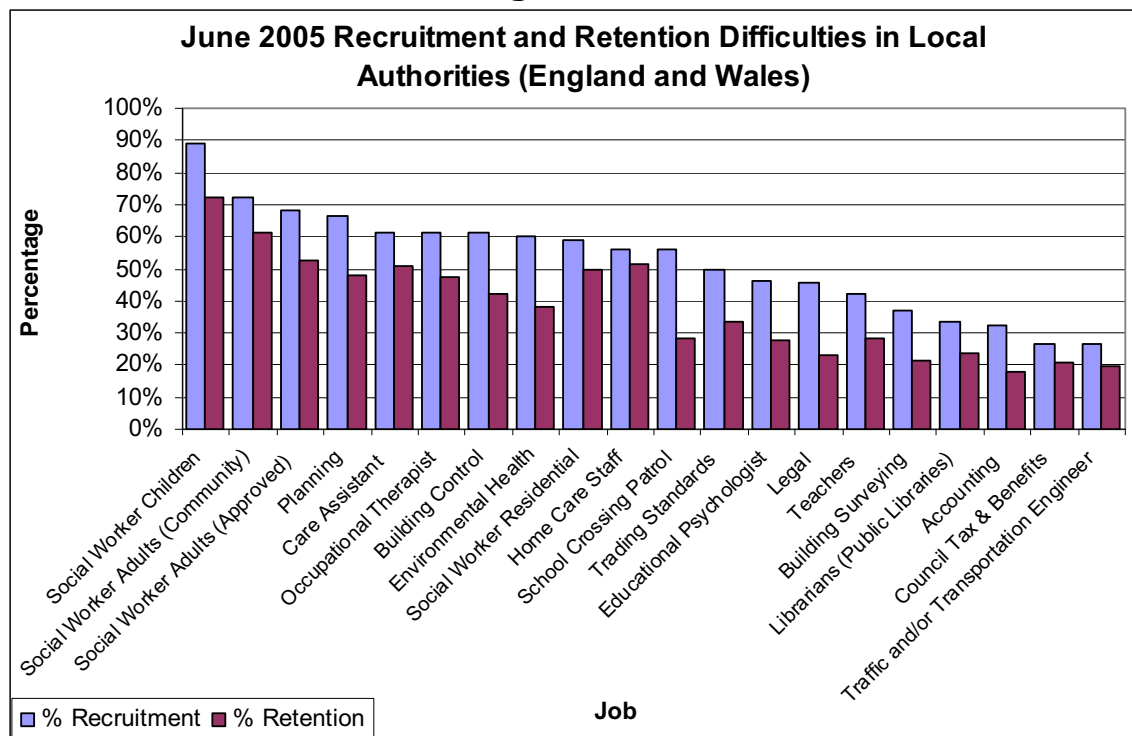
Source: *Employer's Organisation*

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[33] ELWa & WCVA Research Report – Voluntary Sector Skills Wales. Bryan Collis, 2005.
[34] Recruitment and Retention Survey Report. Employer's Organisation, January 2006

4.24   The Care Council is working with social work programme providers to ensure that there is an adequate supply of newly qualified social workers entering the sector. This year 297 students were awarded the DipSW, and in September 2005, 328 students across Wales enrolled on the social work degree and the final cohort of the DipSW.

4.25   *Working Futures 2004 – 2014*[26] estimates future changes in occupational employment levels in a range of employment sectors across the UK. Firstly, it identifies those changes due to replacement demand, which take into account the need to replace those who leave their jobs because of retirement or other reasons. These replacement demands need to be factored into workforce projections to obtain an accurate estimate of the total workforce requirement over the forecast period. Figure 21 shows that the occupational grouping 'personal service occupations', which will include care assistants and home carers, is likely to have the greatest replacement demand and total requirement.

Figure 21

Replacement Demand by Occupation Within Skills for Care and Development Over the Next 10 years
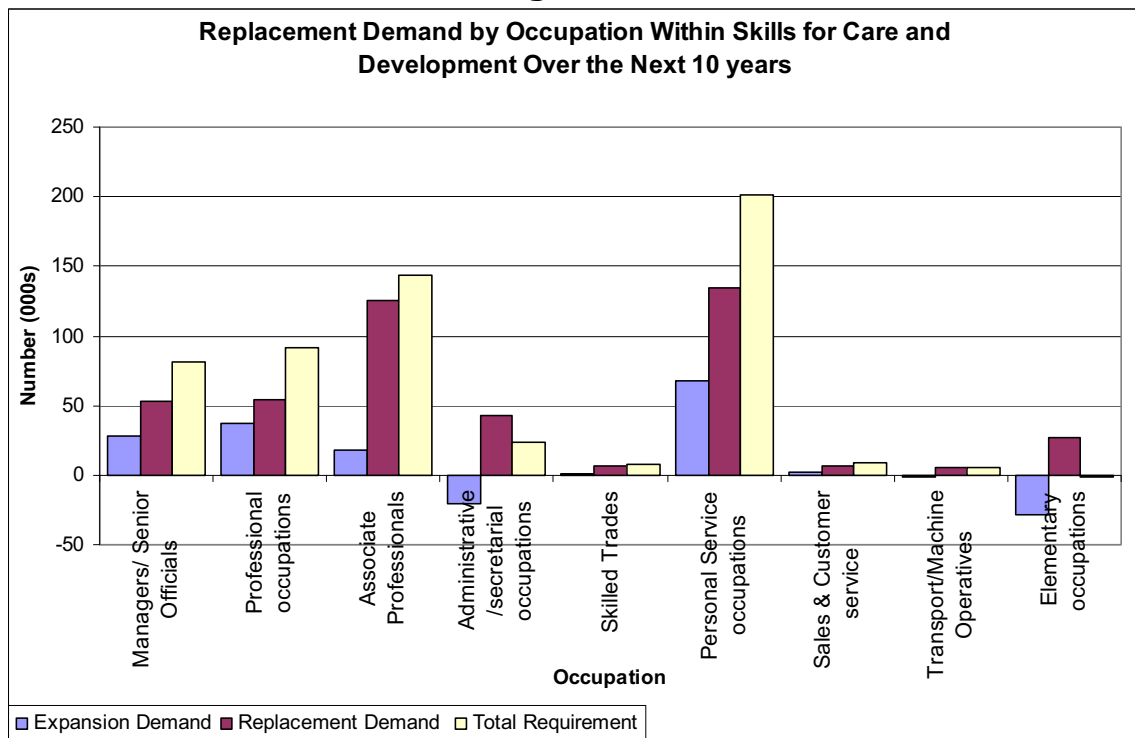
Source: *Working Futures 2004-2014*

4.26   Within Wales, the social care sector continues to face recruitment challenges, although it is clear that the picture differs across Wales. It is impossible to sharply separate the challenge of recruitment from the challenges of retention. More work needs to be done at local, regional and national levels to understand what factors lead to good retention

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of staff. We also need to understand more fully why staff leave and conversely, why they stay in their job. We will need to analyse information across a wide spectrum in order to produce a clear picture of progress in recruitment and retention across Wales.

4.27   More analysis of the factors involved in recruitment and retention of social workers can be found in *"Social Work in Wales: A Profession to Value"[35]*. This research found turnover rates averaged 15% across all service areas, but were significantly higher in children's services, averaging 18.8% compared with 12% in adult services. Rates did not differ between social care regions but did between authorities. The same research found recruitment was seen as particularly difficult in children's social work services, with 84.3% of authorities reporting either moderate or major difficulties. Figure 22 below illustrates the difficulties faced by each service category.

Figure 22
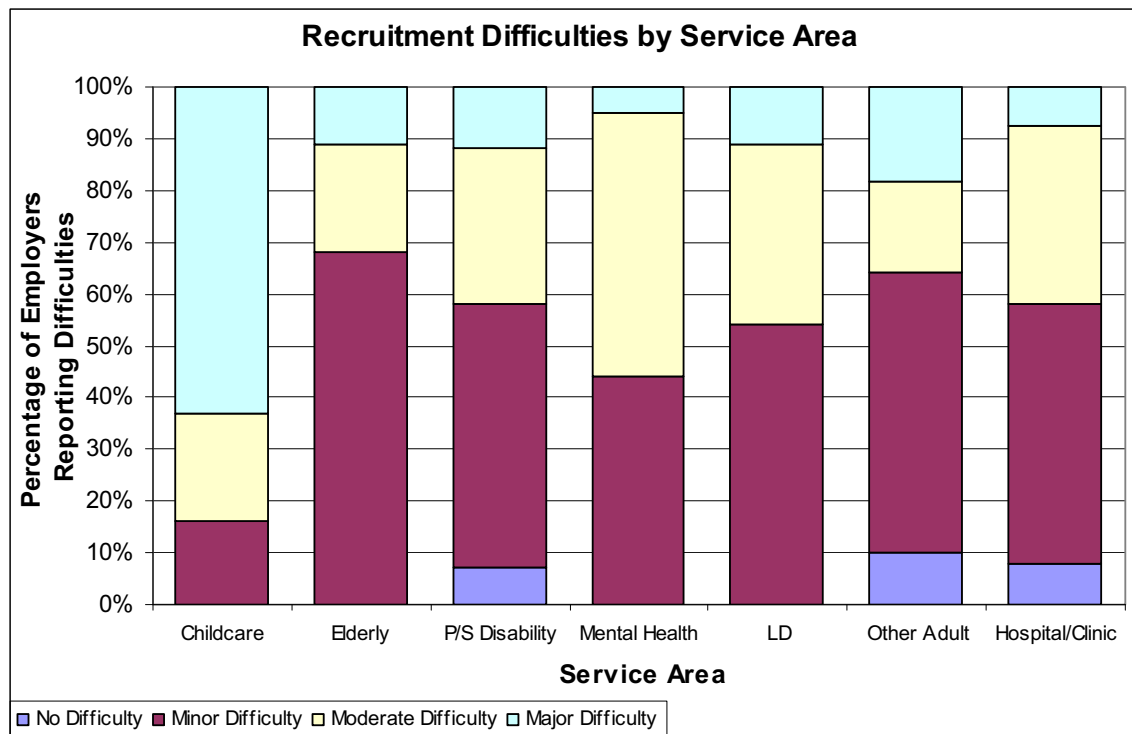
Source: *Social work in Wales: A Profession to Value*

4.28   The factors potentially affecting retention of local authority social workers were explored in *Social Work in Wales – A Profession to Value.* The factors cited as reasons for leaving, by at least half of those who had plans to do so were:

- heavy workload,

- the stressful nature of the job,

- low pay,

- lack of appreciation and being taken for granted.

  Departmental leadership, quality and availability of supervision and support, and the availability of administrative support were also cited as a rationale for leaving by a substantial proportion of those planning to leave their employment.

  Figure 23 illustrates the most common reasons for potentially leaving a social work job.

Figure 23
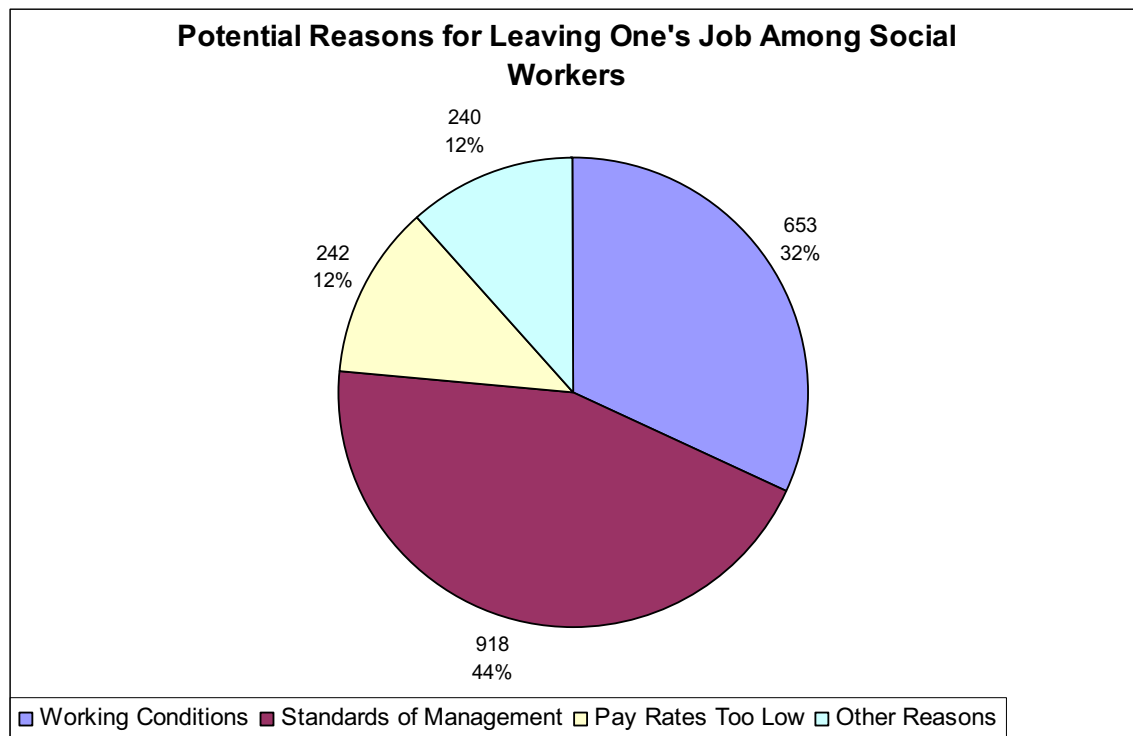
Source: *Social Work in Wales: A Profession to Value*

Figure 24 shows the range of reasons given by social workers for remaining in post.

Figure 24

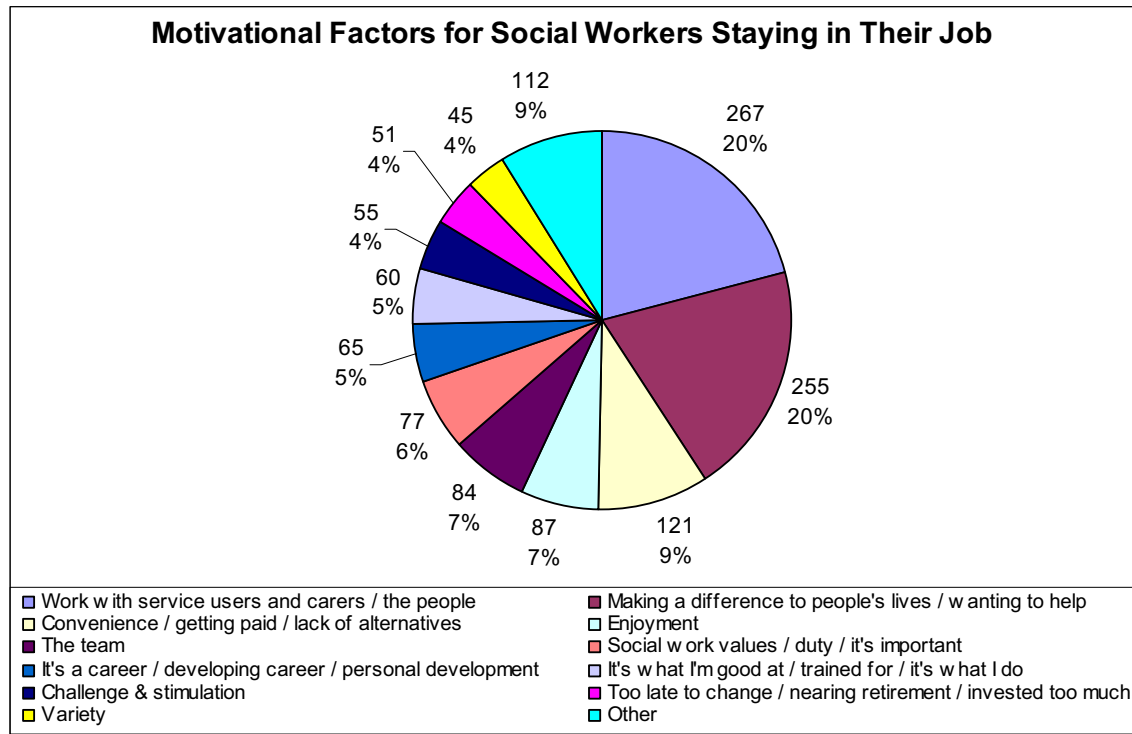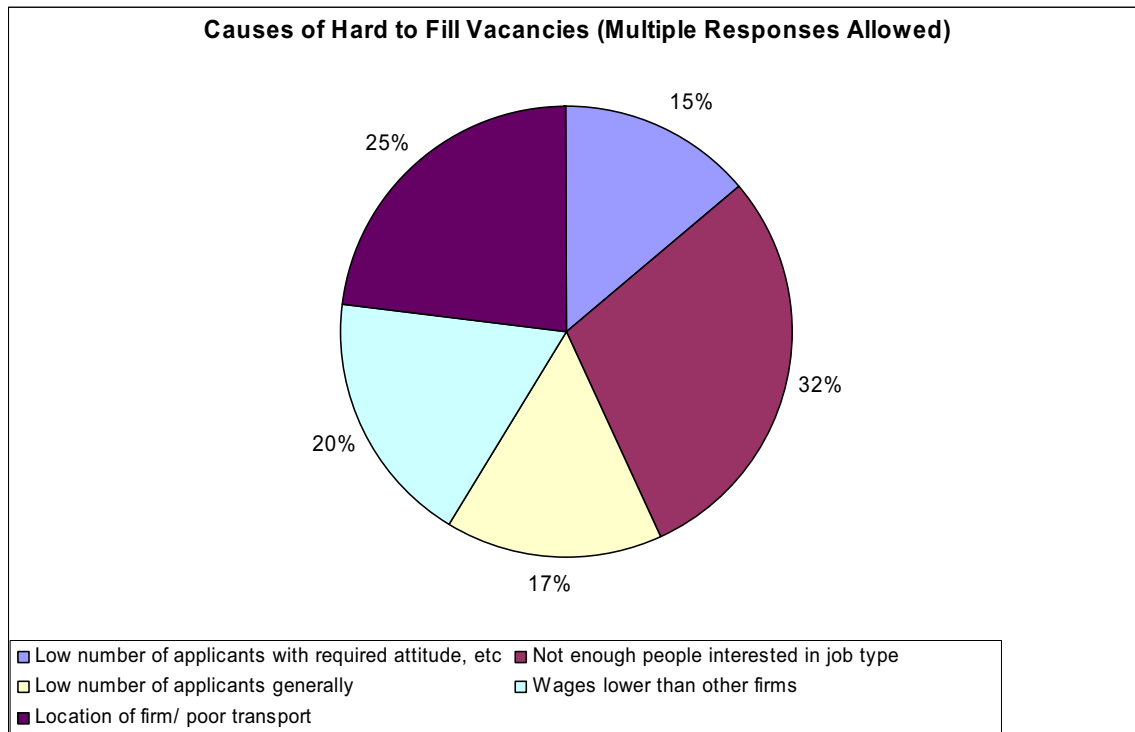**Motivational Factors for Social Workers Staying in Their Job**

112 9%		267 20%
45 4%		
51 4%		
55 4%		255 20%
60 5%		
65 5%		
77 6%	87 7%	121 9%
84 7%		

- ☐ Work with service users and carers / the people
- ☐ Convenience / getting paid / lack of alternatives
- ☐ The team
- ☐ It's a career / developing career / personal development
- ☐ Challenge & stimulation
- ☐ Variety
- ☐ Making a difference to people's lives / wanting to help
- ☐ Enjoyment
- ☐ Social work values / duty / it's important
- ☐ It's what I'm good at / trained for / it's what I do
- ☐ Too late to change / nearing retirement / invested too much
- ☐ Other

Source: *Social Work: A Profession to Value*

4.29 The action plan resulting from *Social Work: A Profession to Value* is enabling employers to work together on initiatives to address some of these matters. This includes joint recruitment initiatives and work on pay and conditions for social workers as part of a wider retention strategy.

4.30 One indicator of employers' efforts to improve retention is Investors in People (IiP) accreditation. Using SIC codes 85.31 (social work with accommodation) and 85.32 (social work without accommodation) there are 199 organisations with IiP status, with a further 13 IiP awards being held by local authorities. In view of the fact that there are over 1800 social care organisations in Wales registered with the Care Standards Inspectorate for Wales, it is clear that more employers need to put in place measures such as IiP to reduce staff turnover.

4.31 Future Skills Wales 2005[28] research shows that 23% of agencies reported vacancies and 35% of those reported vacancies as hard to fill. The number of vacancies had fallen since the last survey in 2003. Figure 25 shows the main reasons for hard to fill vacancies. The posts most difficult to fill were in the personal social service group, representing 60% of hard to fill posts.

Figure 25

Causes of Hard to Fill Vacancies (Multiple Responses Allowed)

- Low number of applicants with required attitude, etc
- Not enough people interested in job type
- Low number of applicants generally
- Wages lower than other firms
- Location of firm/ poor transport

Source: *Future Skills Wales 2005*

4.32   Agencies have responded to recruitment and retention difficulties in a number of ways. 19% reported that they recruit from overseas to meet the need. The countries most frequently mentioned were the Philippines and Eastern Europe. However, only three local authorities reported that they had actively recruited social workers from overseas[35]. The Care Council has commissioned work to gather further information on overseas workers in social work and social care in Wales.

4.33   Another response to the difficulties has been to use of agency staff. There is a marked variation in the spending on agency staff. A sample of local authority employers in 2006 reported that expenditure on agency staff varied between £40,000 and £1,000,000, with average expenditure at £521,000.

Standards in the Workforce

4.34   As part of the overall drive for improved standards across social care, the Assembly set out in 1999 "*to ensure that staff involved in social care are appropriately skilled, trained and qualified and that their conduct and practice are properly regulated*"[36]. This drive was further

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[36] Building for the Future, A White Paper for Wales. March 1999.

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supported by setting out in the national minimum standards targets for qualifications as one of the measures of commitment to improved standards. The Assembly has supported workforce development in local authorities through the Social Care Workforce Development Programme (SCWDP). It has also promoted four regional partnerships to support the development of coordinated approaches to the workforce. These partnerships promote joint work with employers and training institutions as well as initiatives to tackle workforce issues such as recruitment and retention. These initiatives are highlighting the need to develop good quality information.

4.35   The SCWDP programme, worth £8.5million in 2006/07, is provided as a supplement to local authorities' own resources to support partnership working and the further achievement of skills and qualifications across the workforce. In 2004/2005, for every £ of programme supported expenditure, local authorities committed a further £0.78 of their own resources. Put together, this indicates the considerable investment which is being made by local authorities in social care training and development[37]. The objectives of the programme are to;

- Increase the proportion of staff across the whole social care sector with the qualifications, skills and knowledge they need for the work they do;

- Support the work of social care workforce development partnerships led by local authorities and informed by the commissioners of services within local authorities.

4.36   There were 86,200 attendances at SCWDP training events in 2004/2005, with a 57% increase in attendance by staff from agencies other than local authorites[37]. The programme has been instrumental in increasing the number of people with appropriate qualifications. Over 2,170 specified qualifications were gained in the year 2004/05, up by 25% on the previous year. While there have been clear year-on-year increases in the level of achievement since 1996, there remain substantial variations between local authorities with some appearing almost 4 times as effective as others in converting training funds into awards.

4.37   The impact of this programme and the investment employers and ELWa (now DELLS) have put into training and development is becoming apparent. Figure 26 below indicates the overall increase in the proportion of local authority staff holding required or recommended qualifications.

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[37] Social Care Workforce Development Programme for the Personal Social Services: Progress Report 2004-2005.

Figure 26

**Proportion of Qualified Local Authority Staff 2001-2005**
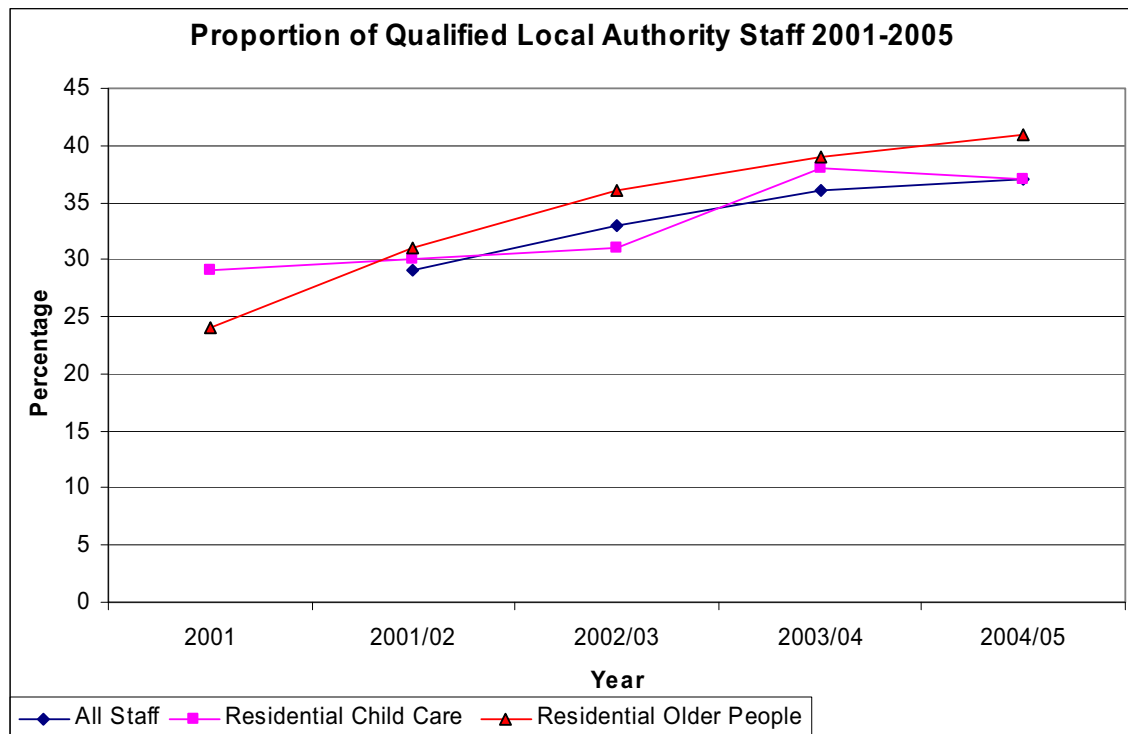
Source: *Local Government Data Unit*

4.38 In terms of the whole sector the picture is less clear, but data sources include CSIW annual reports and local authority estimates (contained in applications for SCWDP funding) which now include the level of qualified staff in their own and commissioned services for their area. The SCWDP estimates are still in their early phases and so should be treated with some caution. The CSIW annual report 2005-06[38] indicates that 87% of managers of care homes for adults and 75% of managers of nursing homes were suitably qualified or working towards the requirement. In children's services 58% of new managers of children's homes were suitably qualified. The Skills Foresight Plan estimated the number of awards required for services to meet qualification targets. Figures 27 below compares these estimates with the completion rates for relevant NVQs in Wales. These generally show progress on completion has met the anticipated need but as indicated elsewhere qualification levels still fall below training targets. One possible reason for this is the leakage of qualified staff from the sector.

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[38] Care Standards Inspectorate for Wales. Annual Report 2005 – 2006.

Figure 27

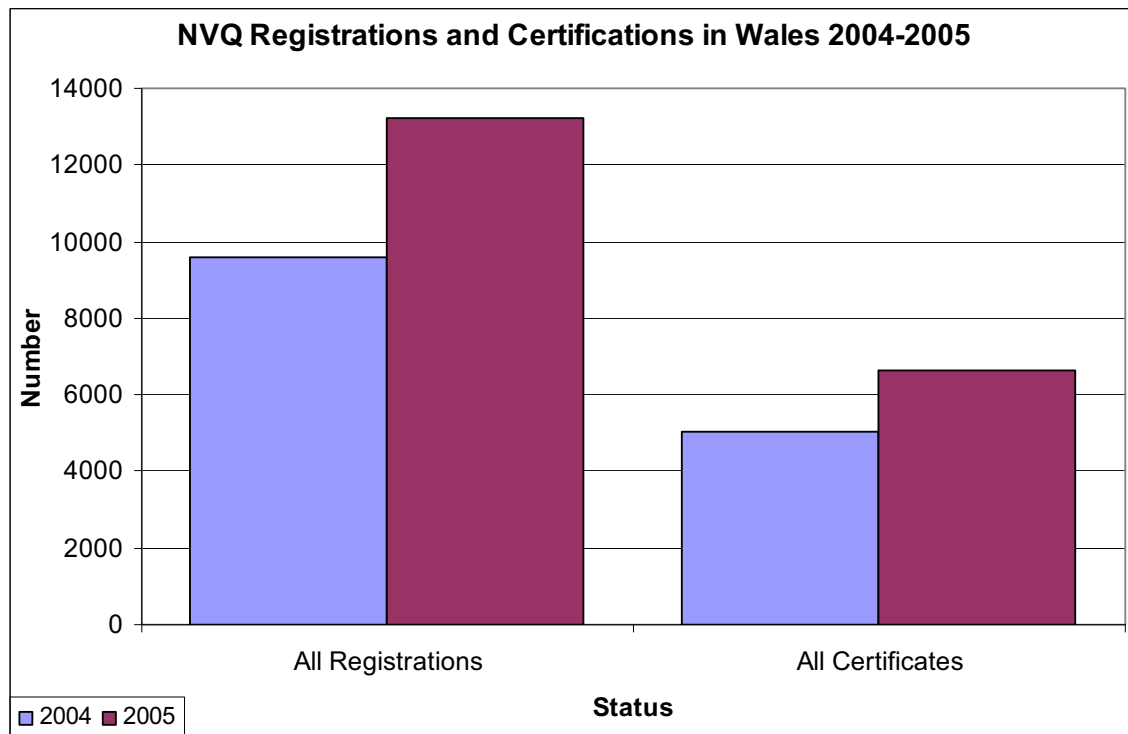**Staff Who Are Qualified or Working Towards Qualification 2003 & 2006**
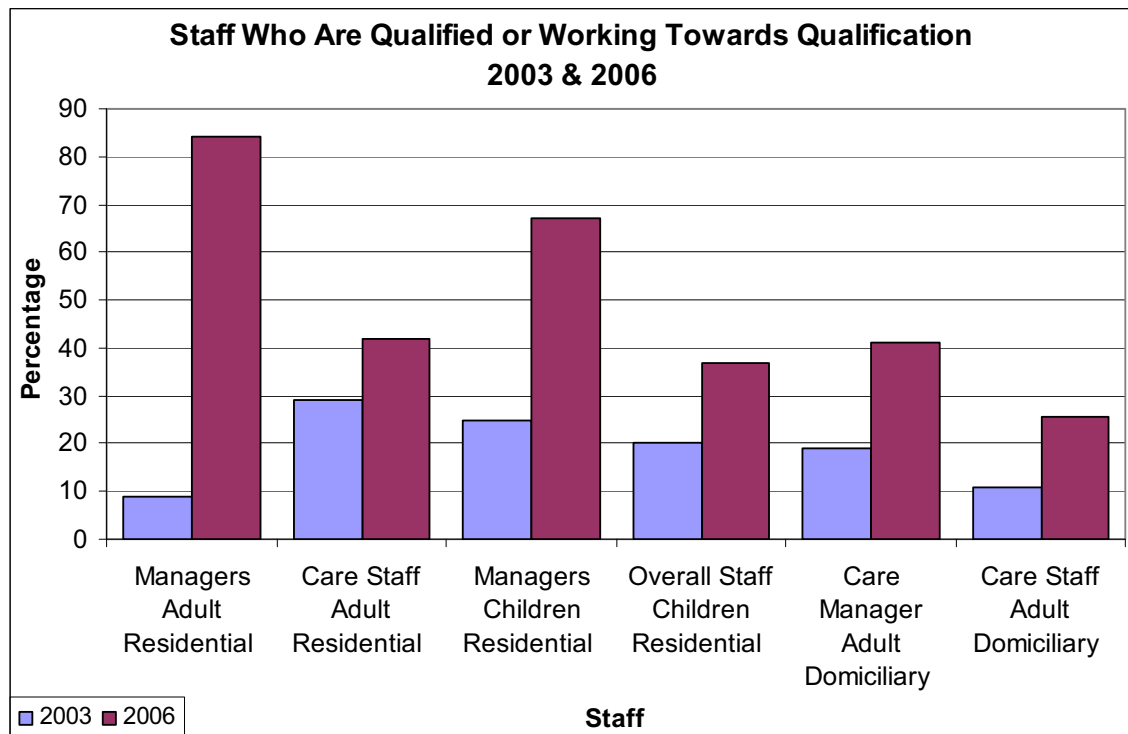
Sources: *2003 data from the Skills Foresight Plan. 2006 data from Care Standards Inspectorate for Wales; Social Care Workforce Development Programme; National Assembly for Wales – Towards a Stable Life.*

4.39   Further confirmation of progress on qualification attainment can be found in recent figures from the *Employers Organisation Quarterly Monitoring of Health and Social Care Award Registration and Certifications*[39]. These show encouraging signs that the new Health and Social Care awards are proving popular and achievable. Figure 28 below shows the increase in the number of registrations and certifications for Social Care NVQs between 2004 and 2005. Certifications for the new award started seven months after their launch and again show encouraging signs of growth.

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[39] Social Care and Health Workforce Group Quarterly Monitoring of Care Sector NVQs (Wales). Report of Fourth Quarter (Oct – Dec 2005). Employers Organisation for Local Government**.**

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Figure 28

NVQ Registrations and Certifications in Wales 2004-2005

Source: *Employer's Organisation*

4.40 Combining the figures for the old and new awards indicates that between December 2004 and December 2005 there was an increase in the number of certifications of between 30% for care practitioner and over 70% for registered manager's awards.

4.41 Continuing Professional Development is also a key issue for the sector. It is important that workers continue to develop their practice and update their skills to meet changing needs and deliver improved services. It is now a requirement for workers registered with the Care Council to demonstrate that they have undertaken further training and development as a condition of their continued registration.

4.42 As the regulator of Post Qualifying training, the Care Council collects information on registrations and awards and the most recent data is illustrated in Figures 29 and 30.

Figure 29

PQ Registrations 2001/02 - 2005/06
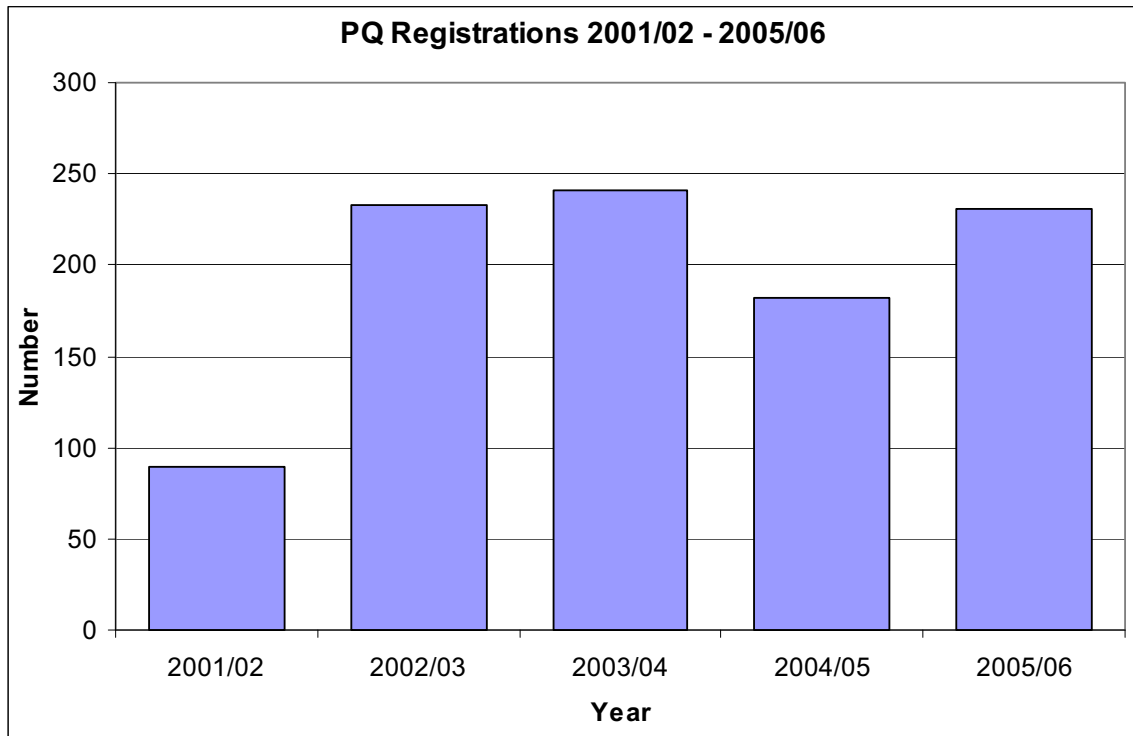
Source: *Care Council for Wales*

Figure 30

PQ Awards 2001/02 - 2005/06
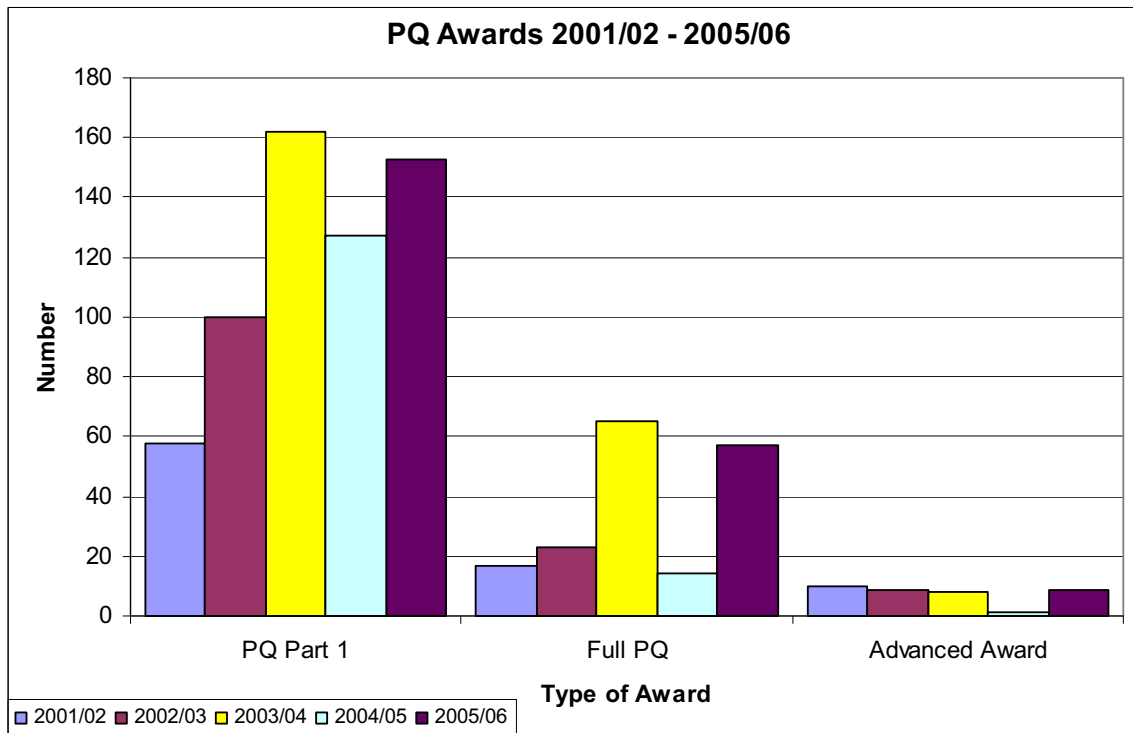
Source: *Care Council for Wales*

4.43 The LGDU publish information about PQ awards held by staff in local authority social services. In March 2005, 125 employees held the full PQ Award in Social Work, 239 were approved social workers, and 377 were accredited practice teachers[40]. Information from the PQ Consortium for Wales shows that 103 candidates have completed the PQ Child Care award. Figure 31 shows the employment of those who attained the award.

Figure 31

Sector Breakdown of Those Achieving the PQCC Award
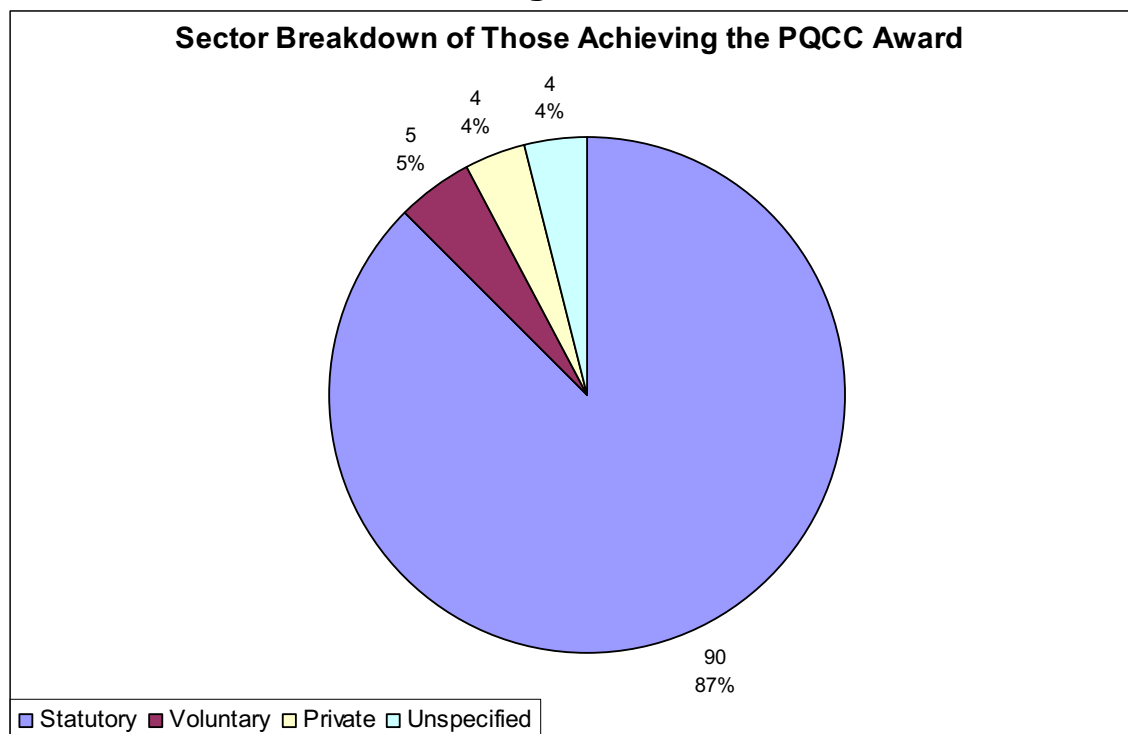
Source: *Care Council for Wales*

Children's Care Learning and Development

4.44 The size, scope and attributes of the early years and childcare workforce in Wales was the subject of research commissioned by the Care Council for Wales in 2005[41]. The research surveyed 10% of all early years and childcare employers and conducted a series of questionnaires with over 1,700 practitioners. From this it is estimated that

- 46% work full time (i.e. 30+ hours per week)
- 30% work less than 16 hours per week

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[40] Local Government Data Unit. http://www.lgdu-wales.gov.uk
[41] Scoping and Mapping of the Early Years and Children's Services Workforce in Wales, 2006. (Not yet Published).

- The workforce is 96% white

- The workforce is 97% female

- 13% of the workforce is self employed (i.e. childminders)

- 29% of practitioners use Welsh in their work.

4.45   Recruitment and retention is also a challenge in this part of the sector, with an anticipated growth of 6% in 2006 and a turnover of 19% (although it is estimated that a third remain in the sector). This means 5,700 new practitioners are required annually. A large majority (69%) of employers report difficulties in recruiting staff. Furthermore, the qualifications held by candidates are often not those required or preferred by employers.

5. CONCLUSION

5.1 Delivering the change needed for social services will require an appropriately skilled and qualified workforce, sufficient for the needs of all of the sector's growing social care services. Future planning will need to allow for flexibility in the deployment of staff to take account of the rising standards as well as the increased demands for services. We have in place local, regional and national workforce partnerships, and they need to be driving forward the workforce changes necessary.

5.2 The Welsh Assembly Government's consultation strategy for social services over the next decade - *Fulfilled Lives, Supportive Communities* sets out the workforce as one of five key areas for achievement. It proposes inviting the Care Council to develop a national action plan for the social care workforce which will set out the roles, longer term skills and development needs of the care sector across adults and children's services and will include:

• Taking forward *Social Work in Wales: A Profession to Value* with work on developing and defining the role and responsibilities of social workers and linking to work by the Care Council on children's workforce development

• Ensuring that we have the right skills mix to deliver and support new models of service

• New workforce modelling tools

• Working with the Department of Health and DfeS on implementation of the safeguarding of vulnerable groups

• Exploiting the capacity of telecare and technology to help to deliver community based services and strengthening the community focus of children's services

5.3 This is a challenging agenda for which the findings of this report provide a backdrop. The implications of this report cover the following key factors:

• The demography of Wales is changing with people living longer. The number of people requiring services will grow and they will need a different pattern and volume of services. This will have implications for the nature and skills required from the workforce.

• The projected age profile of the population of Wales indicates there will be a reduction in numbers in the age range from which most social care staff are drawn. Social care will therefore have to compete with other

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service industries to attract staff from a smaller workforce pool. This poses a major challenge for the sector.

- Recruitment and retention strategies will need to focus on retaining as well as attracting mature people and strengthen ways of making social care an attractive and positive proposition for young people setting out on a career.

- There is a continuing need for training and development to counter leakage of qualified staff from the sector.

- Provision of services needs to shift more quickly towards supporting more people to live at home and in promoting independence, and away from group care settings. The sector will need to develop the skills and capacity of the workforce to make this shift.

- The move towards a mixed economy of services provided by local authorities and independent/voluntary sector will require better skills in commissioning and more focus on the enabling role of the local authority in building and sustaining a local social care workforce. Commissioners and employers will need improved information about trends in the workforce to achieve this.

- Across social care as a whole, demand brought about by expansion and changes in the nature of social care services and the impact of staff turnover means effective measures for recruitment and retention of staff will remain a priority for the sector. *Working Futures 2004 – 2014*[26] was commissioned by the Sector Skills Development Agency to provide a sound statistical foundation for the consideration of future demand for skills. The report identifies social care as having the highest indicative turnover of any employment sector. There remain continuing difficulties in recruitment, for example in social work services over 80% of local authority employers reported moderate or major difficulties in recruiting children's services social workers[35]. However Future Skills Wales in its report[28] shows encouraging improvement in staff recruitment.

- Whilst Welsh language speakers represent 21% of the population in Wales, the numbers of social care staff able to work through the medium of Welsh remains at around 17%. This risks leaving first language Welsh speakers at a disadvantage when receiving social care services and does not match the strategic intention of *Iaith Pawb*[42].

- The social care sector employs a higher than average proportion of part time workers.

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[42] Iaith Pawb – A National Action Plan for a Bilingual Wales. Welsh Assembly Government, 2003.

- Whilst there is in Wales well established information collected on local authorities, there is currently no such centralised system for collecting workforce data from services commissioned and not delivered directly by local authorities. This will be addressed over time through the extension of regulation of the workforce, which will provide valuable information. It will remain important to ensure workforce information on the sector collected by a range of organisations is joined up to avoid unnecessary duplication.

- As services change and develop workers will need to refresh and refine their skills through continued professional development to respond to these changes.

5.4   These factors set the current context for the social care workforce in Wales. The social care workforce is an important national asset not only in caring for vulnerable people at all stages of the life cycle, but as a contributor to the well-being of the economy as a whole. The Care Council is committed to enhancing the standards and qualifications of this workforce through continuing professional development as well as contributing to wider agendas in promoting equality and diversity. We welcome the challenges we have been set by the Welsh Assembly Government in responding to the Strategy for Social Services *Fulfilled Lives, Supportive Communities* and look forward to meeting them.

Appendix 1 - Sources

The information contained in this paper is drawn from a number of sources, the following is a description of some of the major sources.

The CCLD sector was subject to a research project commissioned by the Care Council between the end of 2005 and the beginning of 2006 (*Scoping and Mapping of the Early Years and Children's Services Workforce in Wales*). This report was based on a survey of 10% of service providers.

The Labour Force Survey is carried out under a European Union Directive and uses internationally agreed concepts and definitions. The survey uses a coded structure describing employment sectors and roles known as SIC codes (standard industrial classification) and SOC codes (standard occupational classification).

Working Futures presents future employment predictions by employment status – full time, part time and self employed. This is achieved through the use of an econometric model. Occupational projections are split using the nine major and 25 sub-major groups of the SOC2000 occupational classification.

The ELWa Learning and Skills Assessment was produced from a range of published data and intelligence obtained from partners, providers and Sector Skills Councils, with the purpose of ensuring that funding was commensurate with strategic goals.

The Future Skills Wales Unit was set up in June 2000 to maintain and develop a research and dissemination programme. Three Future Skills Wales reports are cited in this document. All three used a sampling methodology, with a sample of just above 6000. The Future Skills Wales 2003 generic skills survey of employers focused solely on generic skills, i.e. those which could be transferred across occupational groups and sectors. *The Future Skills Wales 2005 Sector skills survey* interviewed businesses about a variety of topics such as the skills needs of their employees, vacancy rates, and skills gaps. *The Skills for Care and Development Future Skills Wales 2005 Sector Skills Survey* focuses on skills gaps, vacancies and hard-to-fill vacancies in the care sector.

Social Work – A Profession to Value was an ADSS led multi-agency effort generated to examine some of the issues of particular relevance to social work, such as recruitment and retention. It used a multi disciplinary approach, surveying employers, employees, and those considering leaving their social work posts, as well as focus groups, a consultation exercise and an open invitation to comment.

StatsWales is a website maintained by the Welsh Assembly Government which allows visitors to manipulate the most detailed official data on Wales. This data is collated from a variety of sources, including the Office of National Statistics.

The Local Government Data Unit collects detailed information about social care provision from every local authority in Wales. This data includes staff numbers, qualification rates, and Welsh language provision. While the LGDU currently only collects information about local authority staff, this remit will soon be expanding to include commissioned services as well.

The UK Census surveys all people and households in the country. Conducted every 10 years, it provides essential information on the population for government, business, and the community. The most recent Census was on 29 April 2001, and the next census is planned for 2011

Local Authority Social Care Workforce Development Programme – each Local Authority is eligible to apply for a grant from this fund which aims to "increase the proportion of staff across the sector with the qualifications, skills and knowledge they need for the work they do." In their application local authorities indicate current levels of qualifications for the local social care workforce and their predictions for the next three years. At the end of the year they provide a progress report outlining how they spent the money and progress made against stated targets.

The Welsh Language Board is a statutory organisation, funded by public money. It was established in December 1993 under the terms of the Welsh Language Act. Its main function is to promote and facilitate the use of the Welsh language.

Appendix 2 - References

1. A Strategy for Social Services in Wales over the Next Decade, Fulfilled Lives, Supportive Communities. Welsh Assembly Government, August 2006.

2. The Skills Foresight Plan for the Social Care Sector in Wales. Care Council for Wales, 2003.

3. Annual Report - Care Standards Inspectorate for Wales, 2004 – 2005. National Assembly for Wales.

4. Figures from The Report of the Chief Inspector, Social Services in Wales 2000-2001, and The Report of the Chief Inspector, Social Services in Wales 2004-05. Social Services Inspectorate for Wales.

5. Wales: A Better Country. The Strategic Agenda of the Welsh Assembly Government, September 2003.

6. The Qualification Framework for the Social Care Sector in Wales. Care Council for Wales, March 2003.

7. The Report of the Chief Inspector, Social Services in Wales 2004 – 2005. Social Services Inspectorate for Wales, 2005.

8. Social Services Guidance on Planning, Social Services Inspectorate for Wales. National Assembly for Wales, 2000.

9. Social Care Workforce in Wales – Definitions and Challenges. National Assembly for Wales, September 2001.

10. The Skills Foresight Plan for the Social Care Sector in Wales. Care Council for Wales, 2003.

11. Planning for Caring. Welsh Assembly Government, March 2003.

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